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**VACANT LAND IN SANTA CLARA COUNTY  
IMPLICATIONS FOR JOB GROWTH AND HOUSING  
IN THE 1980s**

Prepared by

THE SANTA CLARA COUNTY MANUFACTURING GROUP  
JOBS/HOUSING TASK FORCE

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UNIVERSITY OF CALIFORNIA

SANTA CLARA COUNTY  
MANUFACTURING





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# SANTA CLARA COUNTY MANUFACTURING GROUP



February, 1980

To: County Supervisors, Mayors, City Council Members,  
City Managers, Planners:

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Dear Friends:

The enclosed report, Vacant Land in Santa Clara County — Implications for Job Growth and Housing in the 1980's, grows out of the broad objective of the Santa Clara County Manufacturing Group: to increase attractive and affordable housing opportunities in Santa Clara County. Actions necessary to achieve this objective will require the creative and thoughtful contributions of both the private and public sectors. This report is one such contribution by industry, offered with the conviction that timely, accurate information on a countywide scale will result in better, more informed growth plans and decisions by both the private and public sectors.

Beyond simply providing improved information, the report should serve as an additional incentive for an intensified review of our diminishing vacant land in order to determine where attractive and affordable housing opportunities can be increased. Although the report is factually oriented and does not definitively address itself to solutions, the report's analysis supports the conclusion that significant steps towards a better jobs/housing balance are within the grasp of policies that moderately increase densities and rezone suitable vacant or underutilized parcels to encourage residential development.

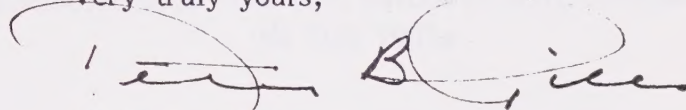
Much remains to be done to identify specific housing opportunities and ways in which the housing can be made both affordable and attractive. The Santa Clara County Manufacturing Group reaffirms an ongoing commitment to support efforts by developers, builders, and local government to increase affordable, attractive housing opportunities within the County's urban areas and discussion and feedback on the report from the community is welcomed.





Based on the factual background in this report and other data, the Group's Job/Housing Task Force will be making further recommendations on the issue of jobs and housing. The Task Force will also be participating in public dialogue on the major urban growth issues such as those in the Industry and Housing Management Task Force Report and the County's General Plan Advisory Committee. The Manufacturing Group further encourages member companies to explore actively ways in which the need for more affordable housing opportunities can be met in ways that minimize adverse traffic and environmental effects.

Very truly yours,

A handwritten signature in dark ink, appearing to read 'Peter B. Giles', with a large, sweeping loop at the end.

Peter B. Giles  
President

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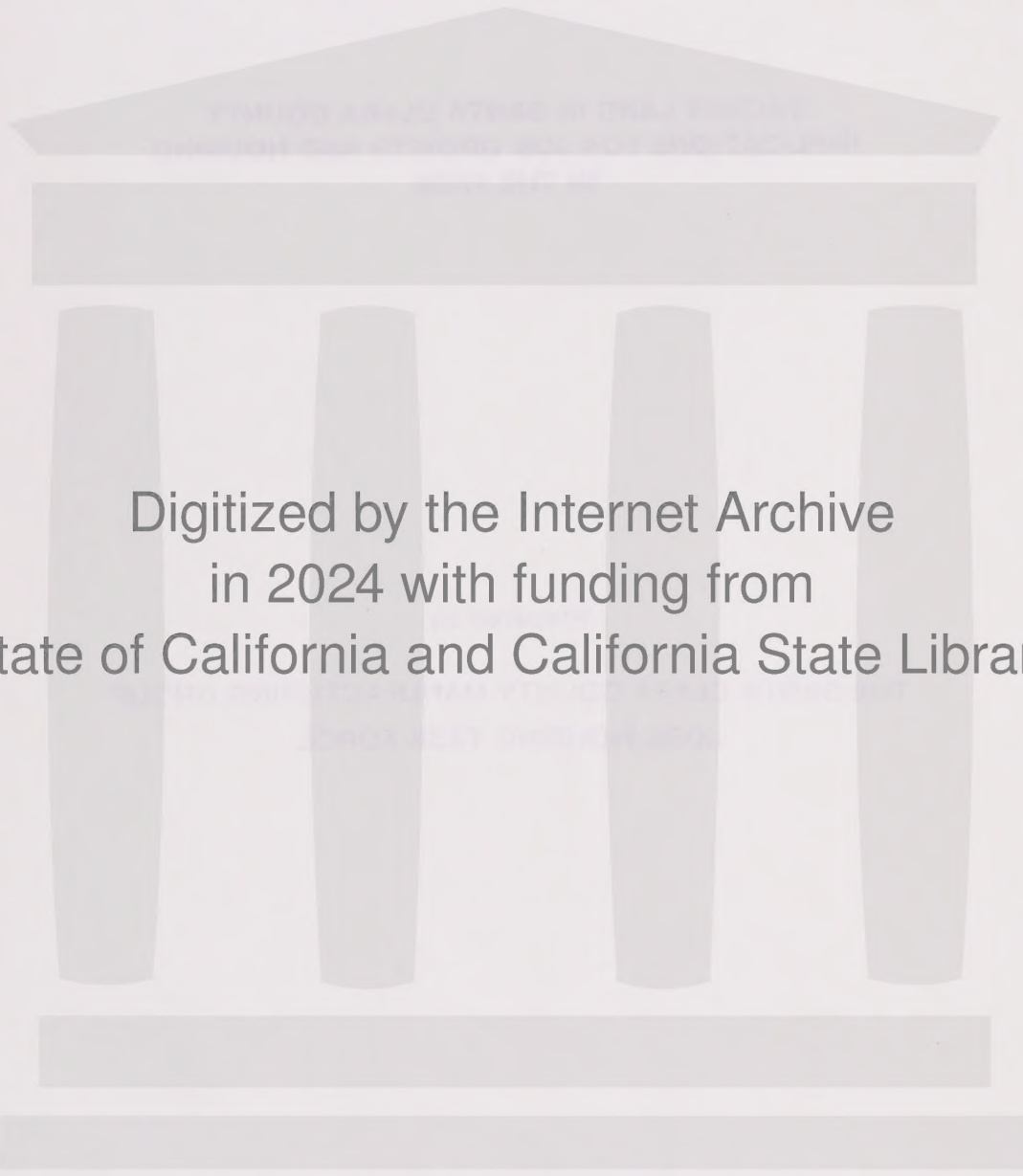
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## ACKNOWLEDGMENTS

This report was prepared under the direction of the Santa Clara County Manufacturing Group by Jack L. Bohan, Chairman of the Group's Jobs/Housing Task Force and Chief Counsel, Chemical Systems Division of United Technologies. Appreciation is extended to other Task Force members who gave special assistance in contributing to reviewing and editing this report and discussing the issue of industrial growth and housing supply: Tom Apple, IBM Corporation, Lenore Hennen, Bank of America, William Friedman, ROLM Corporation, Robert Peck, Lockheed Missiles & Space, Richard Evans, General Electric Corporation, Harley Halverson, Hewlett Packard Corporation, Philip Williams, Stanford University, Terence Ainscow, Syntex Corporation, Bill Dupree, Teledyne-MEC, Ron Beach, San Jose Mercury News, Tom Lewis, Signetics, and Mike Todd, Data General Corporation. Appreciation is also extended to Greg Davies and members of his staff at Coldwell Banker, who provided valuable, up-to-date information on industrial sites in the county.

Finally, the directors and members of the Santa Clara County Manufacturing Group express appreciation and commendation to the planning officials and staff members of the fifteen cities of Santa Clara County: Campbell, Cupertino, Gilroy, Los Altos, Los Altos Hills, Los Gatos, Milpitas, Monte Sereno, Morgan Hill, Mountain View, Palo Alto, San Jose, Santa Clara, Saratoga, and Sunnyvale and the Santa Clara County Planning Department for their hours of consultation and for patiently and accurately completing the survey questionnaire. It is hoped that this document will be a useful tool to the planners, administrative and elected officials in developing and refining approaches to the challenges of growth facing Santa Clara County.





# VACANT LAND IN SANTA CLARA COUNTY IMPLICATIONS FOR JOB GROWTH AND HOUSING IN THE 1980s

PREPARED BY  
THE SANTA CLARA COUNTY MANUFACTURING GROUP  
JOBS/HOUSING TASK FORCE

## I. BACKGROUND

The Santa Clara County Manufacturing Group is a private, nonprofit organization comprised of fifty-one manufacturing companies employing over 130,000 people in Santa Clara County. The Group was formed in 1978 for the purpose of enabling industry to contribute views and expertise on issues of public policy that affect the long-term health and well being of Santa Clara County. One of the first actions taken was to create a jobs/housing task force because member companies were experiencing serious problems in hiring people, particularly from outside this area, due to the high cost of housing here. Over the past eighteen months, this Jobs/Housing Task Force, comprised of representatives from eighteen different companies, has been engaged in collecting up-to-date empirical information related to the housing problem. In addition, the Task Force has been identifying alternative courses of action which could lead to a solution. None of the individuals participating in the Task Force have particular expertise in land use planning. Task Force members, however, brought various disciplines and perspectives unique to industry, thereby providing insights intended to be useful to the entire planning community in Santa Clara County.

## II. PURPOSE OF REPORT

The purpose of this report is to present information germane to understanding the housing problem and potential remedies. The effort resulting in this report grew out of a concern by the Task Force that various attempts at analysis of the housing problem drew upon inadequate factual information. For example, assessments of land availability were usually based on outdated 1975 general plan information. In view of the rapid changes that have been taking place in the county for the past several years, a more accurate data base regarding the status of vacant land in the county was considered of vital importance before the problem could be accurately defined and solutions





formulated. It is important to note that the calculations herein to several significant figures are not done to impart a sense of scientific accuracy but rather to avoid rounding off in favor of one direction or another. Moreover, the bottom line calculations, even rounded off, cannot be taken as accurately assessing what will in fact happen. The basic purpose is to take into account a number of factors that appear to be relevant to any careful analysis of the issue of jobs and housing in the county. Also, it should be noted that this report does not attempt to arrive at solutions but is intended to portray the data accumulated and identify the areas where additional factual inquiry is warranted.





## VACANT LAND IN SANTA CLARA COUNTY

### Introduction

The methodology used was to obtain updated information, develop a questionnaire, (see Exhibit I) and request each of the fifteen cities in the county to complete it, showing the acreage earmarked for industrial, residential, and commercial usage. The questionnaire also sought information on the predicted jobs per acre on industrial land and the predicted dwelling units per acre on residential land. In addition, a map was requested depicting the location of the vacant industrial, commercial, and residential properties. Using maps submitted by each city, maps were prepared on a uniform map format and scale displaying the survey data (see Exhibit II). To facilitate data collection the cities did not count land as vacant once a building permit had been issued for construction. Thus some additional job capacity exists in structures under construction.

The maps found in Exhibit II are intended to present an overall picture of the status of vacant land on a countywide basis as we enter into a new decade. It is hoped that these data will be valuable in facilitating the land use decisions in each city from a countywide perspective and assist in identifying specific parcels where land use options exist for creating a more balanced community as we near the end of the amount of vacant available land in urbanized parts of the county.

### SURVEY DATA

#### 1. Survey of Vacant Industrial Land

As shown in Table I, the cities collectively indicate 9,293 net acres for industrial development, including land held in reserve by companies for possible expansion and acreage subject to annexation within the urban service area of the cities. As will be noted, Palo Alto indicated the highest employee concentration for new development with sixty employees per acre and Milpitas indicated the lowest with eighteen employees per acre. In the third column of Table I, vacant land job capacity is estimated by multiplying the acreage by the projected number of jobs per acre for new industrial construction. These data shows the grand total for all cities in Santa Clara County for new construction to be 246,005 jobs. Accordingly, with those jobs on 9,293 net acres, the weighted average countywide is approximately 26.5 jobs per net acre.



TABLE I

City	Average Jobs per Acre on Industrial Land for Future Construction	Vacant Indus- trial Land within the Urban Service Area (Net)**	Job Capacity
Palo Alto	60	50	3,000
Mt. View	38	490	18,620
Sunnyvale	25	494	12,350
Santa Clara	45	532	23,940
Cupertino	40	128	5,120
Los Altos	--	0	0
Los Altos Hills	--	0	0
Milpitas	18	1,650	29,700
San Jose	25	4,939	123,475
Campbell	25	20	500
Los Gatos	30	11	330
Saratoga	30	9	270
Monte Sereno	--	0	0
Morgan Hill	35	620	21,700
Gilroy	20	<u>350</u>	<u>7,000</u>
		9,293	246,005

\*Based on one shift operation

\*\*Includes all land currently planned for industrial uses within city boundaries and land subject to annexation for industrial uses. These net acreage numbers reflect a reduction of 15% to 20% of the gross acreage for streets, curbs, sidewalks, etc.

Oct 1979 data





Not all potential urban growth, including industrial growth, is explained in terms of vacant land. Potential job growth exists, for example, within current industrial structures that are vacant and where industrial businesses are not being run at 100% capacity. In addition, older industrial facilities are subject to redevelopment with the possibility of increased employee density. For example, older agricultural and industrial facilities such as canning plants may move to the Central Valley, creating sites which may be suitable for redevelopment, thus increasing job growth potential. No survey data was taken to assess the additional job growth potential represented by full capacity operation in existing structures and industrial redevelopment. In the long-term, the redevelopment capacity could become significant and further investigation should be made to obtain a reliable assessment of this type of potential expansion. The same is true with regards to the job capacity in existing structures. However, at the present time many industrial firms are close to full capacity operation. Obviously considerable expansion is possible by manufacturing firms operating one or two additional shifts. The values used in this report for job expansion are based on one shift operations on the vacant land once it is developed.

## 2. Survey of Vacant Commercial Land

A most important finding of this study is that for each industrial job created on industrial land, two or more additional jobs were **not** created on land elsewhere in the commercial sectors. As will be seen below, most of the so called secondary or nonbasic jobs are created on industrially zoned land, thus dramatically reducing the inventory of land available for basic job generation.

As noted in Table II, the summation of the land earmarked for commercial use in the cities amounts to 1,614 net acres.





TABLE II

City	Vacant Land Zoned Com- mercial Acres <sup>1</sup>	Job Capacity Assuming 30 Employees Per Acre on Vacant Commercial Land
Palo Alto	10	300
Mt. View	30	900
Sunnyvale	72	2,160
Santa Clara	97	2,910
Cupertino	56	1,680
Los Altos	6.6	198
Los Altos Hills	0	0
Milpitas	325	9,750
San Jose	719	21,570
Campbell	33	990
Los Gatos	24	720
Saratoga	18	540
Monte Sereno	0	0
Morgan Hill	124	3,720
Gilroy	<u>100</u>	<u>3,000</u>
	1,614	48,438

Oct 1979 data

At first it would appear that this amount of land for commercial use is dramatically out of balance with the amount of industrial land. It is frequently assumed that industrial land accommodates "basic" jobs (i.e., those which produce products that are shipped out of the county, thereby bringing income into the county and enhancing the economic health of the community), and commercially zoned land accommodates the so called



"nonbasic" jobs. Since the number of nonbasic jobs is frequently double the number of basic jobs, it would follow that approximately double the acreage would be needed for these jobs.

However, most of the nonbasic jobs are in fact located on industrially zoned land for activities such as warehouses (wholesale trade), service industries, transportation and public utilities, and certain government offices. Based on data (Exhibit III) from the Employment Development Department (EDD), these particular nonbasic job activities for 1978 accounted for about 217,500 jobs in Santa Clara County. Manufacturing jobs (i.e., basic jobs) by comparison accounted for approximately 196,700 jobs. If employee density in 1978 was the same for both basic and nonbasic job sites, then less than half the industrially-zoned land was used by basic job industries. (In this case it would be 47%.) As shown in Chart A below, this indicates that 47% of the remaining vacant industrial acres would be for basic jobs and about 53% for the above mentioned non-basic jobs. As discussed below, about 7.32% of industrially zoned land is used for commercial jobs, such as restaurants, office supplies, real estate offices, and so forth.

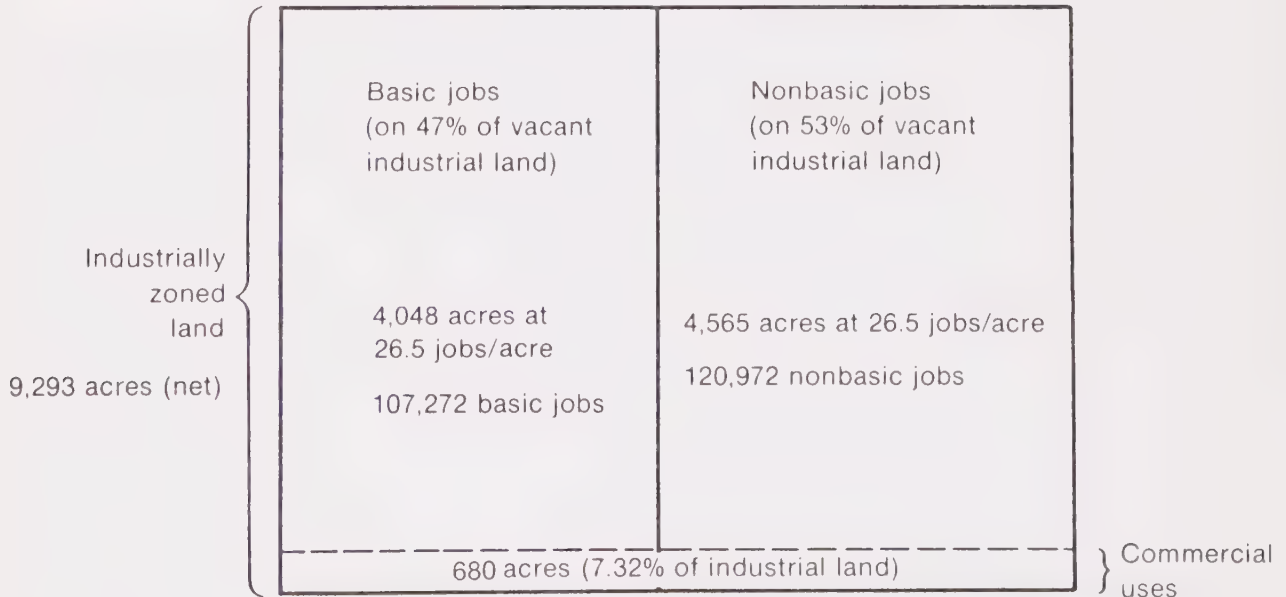


Chart A. Summary of Industrial Land





Most of the remaining nonbasic jobs would be located on commercially zoned land. The commercial land is typically the site of the retail trade, finance and real estate offices, some government offices, and other similar activities. For 1978, EDID data show that about 152,800 jobs fall into these categories. If the ratio between basic jobs and commercial type nonbasic jobs continue, the commercial job sector would need over 3,000 net acres for future growth. This is over 1,386 acres more than what is now zoned for commercial use, leading to an apparent shortfall in commercially zoned land.

Commercial job expansion cannot be analysed on the basis of vacant land alone. Existing commercial businesses have room to accommodate more employees, since few are operating at 100% capacity. Moreover, older shopping centers are subject to redevelopment, creating higher employee density per acre, especially if multi-story customer parking is provided. In addition, some commercial businesses are located on land zoned for industrial use. An informal survey in industrial parks in Sunnyvale and Santa Clara reveals that about 7.32% of the industrial land is used for commercial enterprises such as restaurants, banks, stationers, etc. This would reflect a reduction of land available for basic jobs, further reducing the net acres for such jobs to about 4,048 net acres.

The anticipated density per acre on commercial sites was not ascertained in the vacant land survey. Although the cities were able to provide information with regard to anticipated employee density on industrial land, most cities were reluctant to hazard a guess with respect to commercial development. An informal investigation into this matter by the SCCMG Task Force revealed that in neighborhood shopping centers there are approximately 17 to 18 employees per acre. Strip commercial development along major thoroughfares produces somewhere in the neighborhood of 20 jobs per acre. Professional and other offices in suburban areas produce a job density of approximately 25 jobs per acre per story. At regional shopping centers where parking is on one level (such as Eastridge) employee density is approximately 23 per acre. However, at regional shopping centers where parking is provided on multilevels, employee density can exceed 40. For ease of analysis a value of 30 employees per acre has been used in this report for job density in future commercial job growth.

As indicated above, 1,614 acres zoned commercial appears to fall short of what will be required by the commercial sector at build-out of vacant land in the county by over



1,386 acres. Some of this apparent shortfall could be accommodated by existing employee capacity in ongoing commercial facilities, redevelopment of older commercial areas, and use of some industrially zoned land. Part of this would be made up by some portion of the industrial land going for commercial uses. An informal survey of an industrial park in Sunnyvale and Santa Clara revealed that about 7.32% of the industrially zoned land was used for commercial businesses. This indicates that 680 acres of the industrially zoned land in the County ( $7.32\% \times 9,293$  net acres) will be used for commercial type nonbasic jobs. Also, as the 14,222 acres of land zoned residential is built out, some of the land will quite likely be used for commercial facilities since neighborhood shopping centers will no doubt continue to follow residential developments, thus accommodating a major portion of the remaining shortfall (i.e. 706 acres).

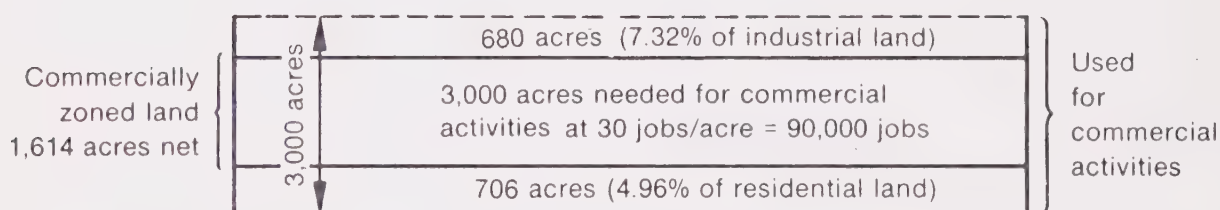


Chart B. Summary of Commercial Land

It is possible that little or no shortfall of commercial land will occur. The retail job force is more directly related to the number of members in a household rather than the number of workers. A significant portion of the buying power in the commercial sector is comprised of school age members of a household. If the present rate of school closings in the county continues, the commercial sector supplying the needs of the younger members of the community could experience a decrease in job requirements.

As shown in Table II, on the basis of 30 employees per vacant commercial acre developed, the 1,614 commercially zoned acres would result in approximately 48,438 commercial jobs at build out. If an additional 1,386 acres are needed, this would result in approximately 41,580 more jobs for a total of about 90,000 commercial jobs to build out.





In summary the total potential job growth based on vacant lands in the county would be:

I) Vacant Industrial Land

approximately 4,048 acres containing basic jobs at 26.5\* jobs per acre = 107,272

approximately 4,565 acres containing nonbasic jobs at 26.5\* jobs per acre = 120,972

\*May vary depending on specific type development

II) Vacant Commercial Land (including 1,386 acres from industrially and residentially zoned land)

Approximately 3000 acres containing nonbasic jobs at 30.0 jobs per acre = 90,000

Total jobs to build-out = 318,244

3. Survey of Vacant Residential Land

The data obtained from cities with respect to vacant residential acreage is summarized in Table III. The cities show 14,222 net acres and assuming some of these acres would develop into shopping areas, about 13,516 net acres would be for residential use as depicted in Chart C below.

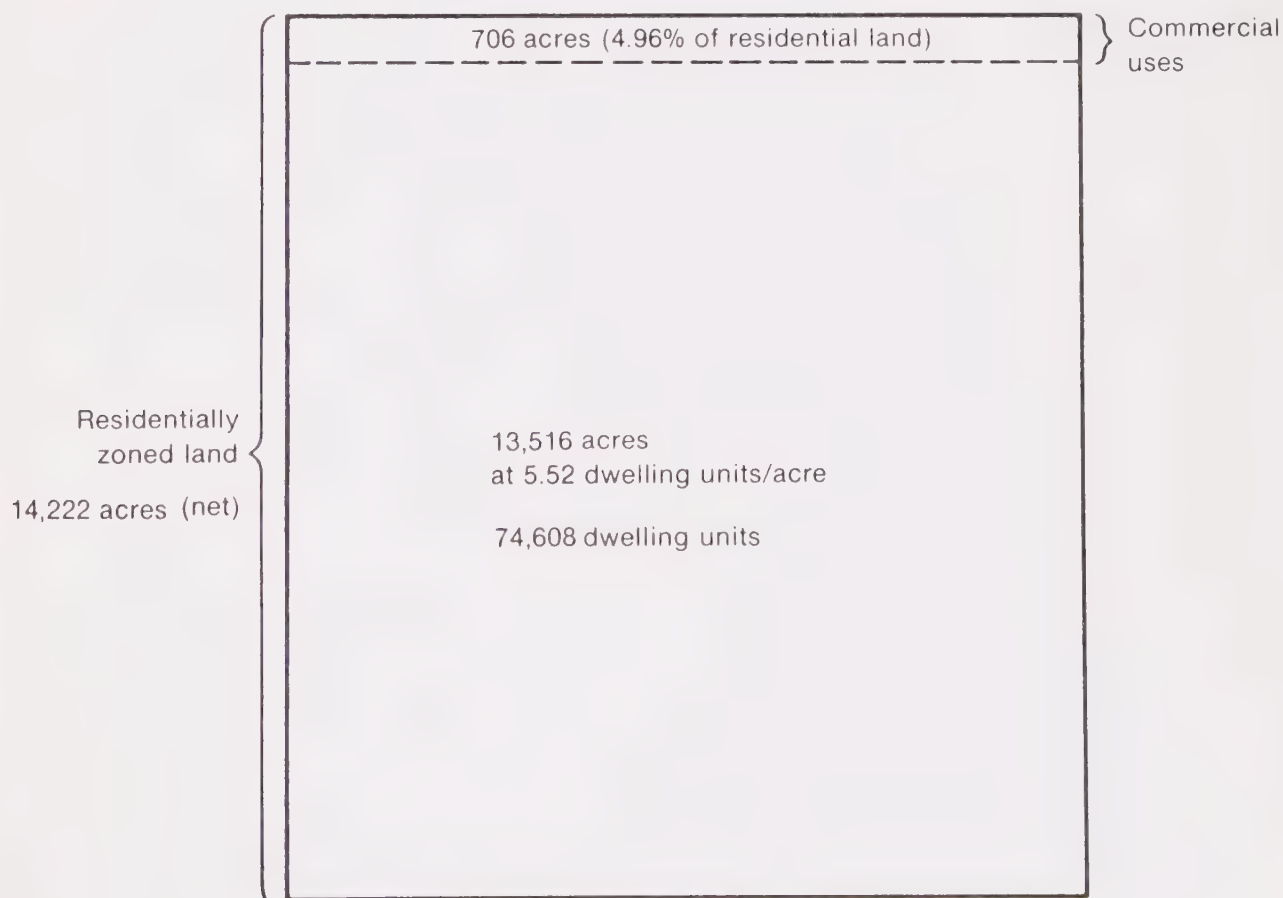


Chart C. Summary of Residential Land



The data from the cities show there would be a density of about 5.52 dwelling units per net acre countywide on a weighted basis. Thus new dwelling units to build out would equal approximately 74,608. As is apparent from Table III, over 62% of the number of housing units planned to build out would be located in San Jose. The north

TABLE III

City	Vacant Land Within the Urban Service Area (Acres)* Residential	Average Dwell- ing Units Per Acre on Resid- ential Land	Dwelling Unit Capacity
Palo Alto	65	20	1,300
Mt. View	300	12	3,600
Sunnyvale	168	10	1,680
Santa Clara	157	18	2,826
Cupertino	652	7.5	4,890
Los Altos	68	3.5	238
Los Altos Hills	644	0.5	322
Milpitas	608	6	3,648
San Jose	7,631	6	45,786
Campbell	40	5	200
Los Gatos	395	1	395
Saratoga	1,514	1.5	2,271
Monte Sereno	35	1	35
Morgan Hill	1,295	5	6,475
Gilroy	<u>650</u>	7.5	<u>4,875</u>
	14,222		78,541

\*Includes all land currently planned for residential uses within city boundaries and land subject to annexation for residential uses

July 1979 data





county cities, where most of the jobs are located, are slated to receive about 17% of the housing units planned on the remaining residentially zoned land. With land to accommodate an estimated 318,000 additional jobs in the basic and nonbasic job sectors, 74,608 additional dwelling units appears inadequate. It would, however, be misleading to conclude that the projected housing "shortall" would be the number of jobs (318,000) minus the number of dwelling units (74,608), or 243,392 dwelling units. Any projection of housing shortfall in relation to employment must take into account other factors such as a current assessment of the housing shortfall and, most importantly, the number of workers per household.

#### 4. Results of Workers-per-Household Survey

The number of workers per household is an extremely important ratio for use in determining the number of housing units required to house the growing work force. Early in its study, the Task Force found that no data were available on this important ratio based on direct surveys of households. As a result, a survey was undertaken of five manufacturing companies to determine the average number of workers per household. Responses were received from 3,578 households, or a response representing approximately 1-1/2% of the manufacturing jobs in the county. The results of this survey are tabulated in Table IV. The overall weighted average of workers per household for those workers living in Santa Clara County is 1.66 workers per household. It was realized that in interpreting the survey results the data were slanted toward a higher ratio since only those households where there was in fact a worker were surveyed. In order to determine an appropriate offset to account for retired or student households, the survey findings were reviewed by the County Planning Department and an offset number of 0.1 was suggested, giving an estimated value for workers per household countywide of 1.56.

#### 5. Significance of Worker-per-Household Ratios

It is important to note that this is the ratio with respect to the current status of already constructed housing stock in Santa Clara County. With regard to new construction, the two-income household prevails, hence in the future the number of workers per household is likely to approach two. Likewise, the resale of existing homes is predominantly to two-wage-earner families. An informal polling of lending institutions



TABLE IV

## SURVEY OF WORKERS PER HOUSEHOLD

Firm	Total Responses	Santa Clara County Ratio
United Technologies	735	1.63
Syntex	749	1.64
Hewlett Packard	1,184	1.70
GTE Sylvania	364	1.53
American Microsystem	543	1.64

and title companies found that the majority of homes are being purchased by two-income families, resulting in an average of approximately 1.8 workers per household on new construction and resales. This is a significant increase over earlier studies, which assumed ratios such as 1.1 or 1.3 workers per household. Moreover, in these studies, no likely distinction was made between the currently lower ratio in existing housing stock and the higher ratio in new construction and resales. Due to rising housing costs it is likely that the ratio will increase from 1.8 to approximately 2.0 before 1990.

Based on the data presented above approximately 74,608 additional dwelling units would be constructed to build-out according to the vacant land estimate of the cities. If each new dwelling is estimated to be occupied by 1.8 workers at that point (instead of 2.0), the units would accommodate about 134,294 of the estimated 318,000 new employees to build out. Hence, based on these plans, there appears to be an approximate housing shortfall for about 184,000 employees.

At the time of the survey there were 461,000 dwelling units in the county housing approximately 1.56 employees per unit. If two-thirds of these dwellings turnover by build-out, then 307,000 units would increase from 1.56 to about 1.8 employees on the average. At 0.24 (i.e. 1.8-1.56) additional employees per household, existing housing stock has capacity for an additional 73,000 employees for a net housing shortfall for about 111,000 workers or 61,667 dwelling units.





The following by hypothetical example demonstrates the critical sensitivity of the jobs-housing imbalance issue to the value established for the two ratios, current and future workers per household ratios.

Should the employees per household average about 2.0 to build-out then 149,216 employees could be accommodated in the 74,608 additional dwelling units. The turn-over capacity of the existing 461,000 dwelling units would then accommodate an additional 135,000 employees ( $307,000 \text{ units} \times 2.0 - 1.56$ ). This results in a net housing shortfall for 34,028 employees ( $148,420 + 135,000$  vs 318,244) or 17,014 dwelling units. To accommodate the 17,014 needed dwelling units, the 13,516 residential acres would need to hold an additional 1.26 dwelling units per acre. Thus, if on an average, the remaining land were build out to 6.78 dwelling units per net acre instead of 5.52 a balance is produced. On the basis of an average of 1.8 workers household to build-out, numerical balance is achieved with 10.08 dwelling units per acre. In other words if the worker per household ratio turns out to be 1.8 then the housing density would almost need to be doubled. If it is 2.0 then the housing density would need to be increased by only a minor degree.

These examples are only intended to demonstrate the extreme sensitivity of the predicted housing shortfall to what the workers per household ratio is today and what it will be in the future. It is obvious that by varying only slightly one's assumption with respect to these two ratios, one can create widely varying results. The Task Force efforts at establishing these two ratios were by no means exhaustive and perhaps the most significant observation of this report is the need for as precise a determination as possible of the two ratios.

To determine the current workers per household ratio, some form of direct survey of households in the County would seem to be essential. This ratio is important because the smaller it is now, the greater the worker capacity of existing households as they turnover in the future. Conversely the larger the current value, the smaller the turnover capacity of existing housing.

Ascertaining the ratio for future dates such as 1990 will require professional analysis. However, because of the significant social and demographic changes that are taking place, it is doubtful that existing demographic analytical systems will be useful in



ascertaining the values for these ratios. Trend data of current ratios may be the most useful data for predicting future ratios.

In addition, it is important to accurately assess what the turnover rate will be in the future. So far, Proposition 13 has not caused any significant decrease in the resale of homes. However, as current employees retire a higher percentage could elect to stay in their homes thus lowering the overall ratio of workers per household. It also should be noted that in families with few or no children there are more workers per household. In fact, an overall population stabilization or even decline could have the paradoxical effect of a greater number of workers in absolute numbers.

## 6. Summary of Data

- o An estimated 13,516 acres of land remain in the County for residential use. (see Chart D for visual depiction)
- o On a weighted average basis, 5.52 dwelling units per acre will be constructed thus providing for 74,608 new dwelling units on the above acreage.
- o An estimated 3,000 acres of vacant land will be used for commercial purposes. At an estimated 30 jobs per acre, about 90,000 new jobs will be created.
- o However these 90,000 new jobs represent only a portion of the new non-basic jobs to be created in the county. Approximately 120,972 additional new nonbasic jobs would be created on 53% of the remaining industrially zoned land of the county.
- o An estimated 9,293 acres of vacant land in the county is zoned industrial. However only 4,048 acres (47%) will be used for basic jobs with the balance to be used for nonbasic jobs.





- o The countywide weighted average for job density on industrially zoned land is 26.5 jobs per acre. On that basis an estimated 107,272 basic jobs would be created on the 4,048 industrially zoned acres.

- o Total new jobs potential:

Basic jobs	107,272
Nonbasic (commercial)	90,000
Nonbasic (all on industrial land)	<u>120,972</u>
Total	318,244



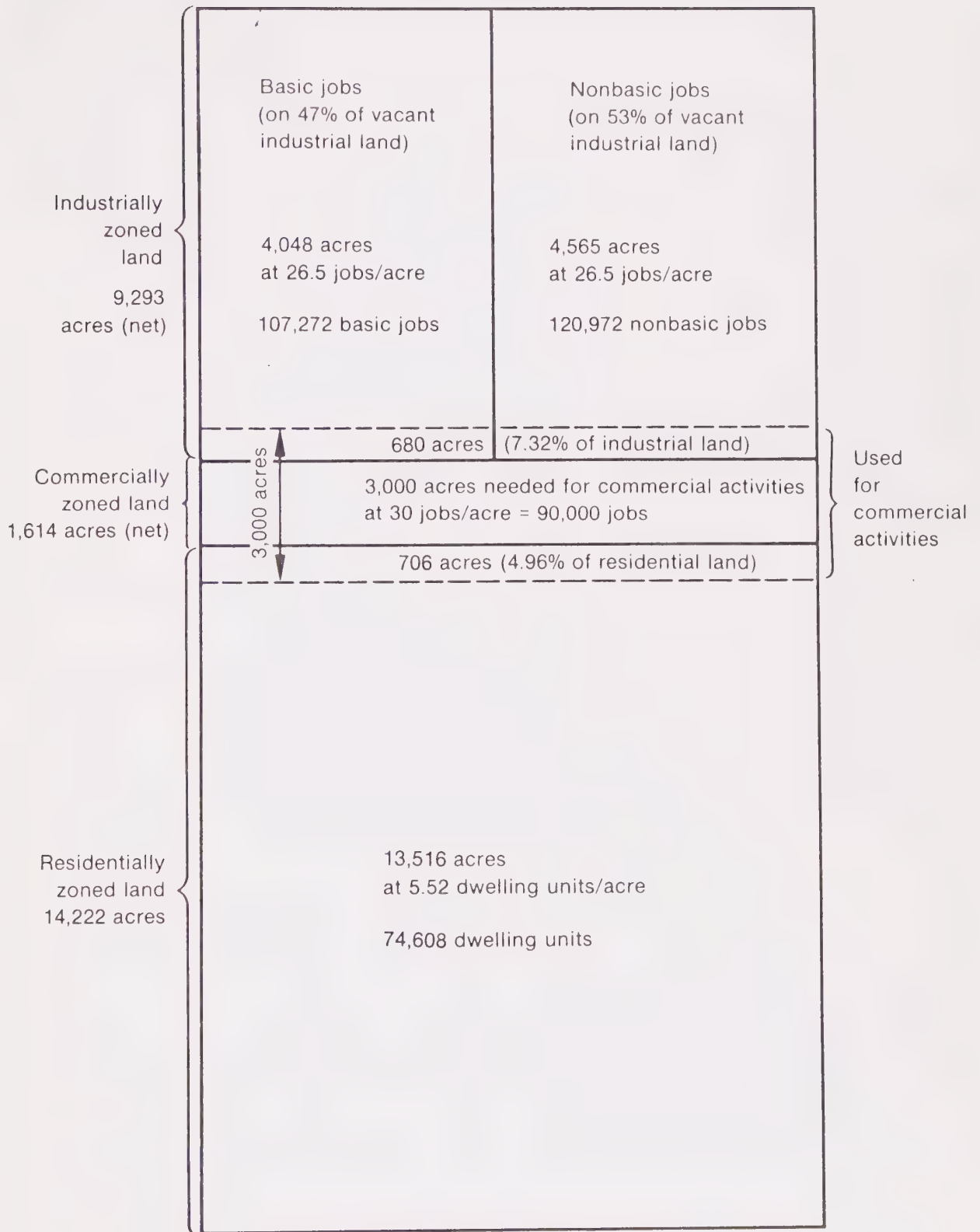


Chart D. Summary of Vacant Land



## 7. Limitations on a Numerical Analysis of the Jobs/Housing Imbalance

### a. Jobs Per Acre Data

In this survey the cities combined indicated a weighted job density of 26.5 employees per acre. A question arises as to how this compares with higher employee density predictions by the planning staffs of some cities and industry. The cities did not have data on comparative densities on property used for basic jobs as compared to nonbasic on industrially zoned land. Thus the data provided on employee density on industrial land is a mix of both basic and nonbasic jobs and the 26.5 jobs per acre is a weighted average including both types. Since the 4,565 acres of nonbasic jobs includes such uses as warehouses, the ratio on this land would be less than 26.5. Conversely, the density on the 4,048 acres would be commensurately greater than 26.5. Additional research is necessary to determine more accurately the job densities per acre for different types of job generation on industrially zoned land.

### b. Time Phasing of Growth

The analysis here relates to the situation in the county at the point of buildout of vacant land within the urban service area. It is quite likely that substantial interim imbalances will occur by virtue of one type of development outpacing another. For example, Santa Clara County is now experiencing industrial construction at a rate exceeding the level of housing construction. All current indications are that this trend will continue.

### c. Santa Clara County Not a Closed System

The above analysis was based on considering Santa Clara County as a closed system. It is obvious, however, that other counties such as Alameda, San Mateo and Santa Cruz house a portion of the people working in Santa Clara County. Up-to-date information with regard to the in-commute and out-commute of traffic between Santa Clara County and surrounding counties would be extremely valuable in obtaining a better understanding of this facet of housing supply.





d. Basic versus Nonbasic Job Classifications

A more detailed analysis is required to develop a more certain demarcation between the two types of jobs. For example, a better understanding is needed as to how much industrial land versus commercial land is used for "government jobs" and "service jobs" as classified by EDD. It is important to determine if indeed less than half of the industrially zoned land (i.e., 4048 acres) is used for basic jobs.

e. Current Shortfall in Housing

There is no definitive data on where we stand with regard to the current housing shortfall in Santa Clara County. This report only relates to the potential future housing shortages over what now exists. An important element in this regard is to obtain up-to-date information on the in-commute and out-commute. Such data would also shed some light on the important parameter of what the workers per household ratio is now. As stated above, it is estimated that there are 1.56 workers per household based on a direct survey of households with an offset of 0.1 for retired residents, students, etc. There were approximately 460,000 dwelling units in the County when the survey was made and about 660,000 jobs in the County; this, therefore, indicates each dwelling unit in the County contains approximately 1.43 workers. If the 1.56 figure is correct then the out-commute of workers from the County is greater than the in-commute. If the 1.56 figure is too high then this means that the turnover capacity of existing housing is substantially greater than depicted by the above examples.

f. Only Vacant Land Analyzed

As stated above, an analysis of vacant land development is only part of the picture. Present structures are not necessarily operating at 100% capacity. In addition, redevelopment takes place which affects all areas of urban development including industrial, commercial, and to some extent residential.

g. Social and Environmental Issues

A straight numerical analysis such as the above obviously does not address important social and environmental problems. Any attempt at solutions to the problems identified



in this report must consider such important issues as air and water pollution, sewer capacity, low and medium income housing, (particularly for the aged, handicapped, and minority populations,) transportation systems, discrimination in housing and the problem of unemployment.



## SUMMARY OF FINDINGS

- o The remaining inventory of vacant land in the county is limited and should be subjected to careful coordinated planning; however, the cities do not maintain records which readily reveal what the remaining inventory is at a particular moment; such records should be maintained to permit coordinated planning.
- o In evaluating the balance between jobs and housing at any point in the future, the most important variable to ascertain with accuracy is the workers per household ratio, both currently and in the future.
  - o Preliminary surveys indicate that there are currently 1.56 workers per household and that by 1990 the ratio will increase to over 1.8 and quite probably to 2.0 or greater.
  - o There are over 461,000 existing dwelling units in the county; as these dwellings turnover, the increase in workers per household could play a significant role in housing the county workforce.
- o Not all industrial land creates basic jobs; it is estimated that less than one-half the land zoned for industrial use in the county will be used for basic job generation and the balance will be used for activities involving nonbasic jobs, thus materially reducing the total inventory of land available for basic job creation.
- o The workforce housed in the county can increase even though the overall population may increase at a slower rate, or even stabilize; families with few or no children produce this trend.





## CONCLUSIONS

Although there is a need for more definitive information on key parameters, certain qualitative conclusions can be drawn:

- o There is indeed an increasing problem of too little housing in relation to potential job growth, particularly in the northern areas of Santa Clara County
- o As a result of the phenomena of increasing numbers of workers per household, the possibility of achieving a numerical "balance" of housing opportunities to new jobs is not hopeless
- o Vacant land in the urban areas of Santa Clara County is diminishing and close to "build-out" in some cities, nevertheless, there are significant vacant land options remaining
- o City policies aimed at moderate increases in housing densities and greater intensification of residential development in appropriate areas could significantly offset the increased housing demand resulting from continued rapid job growth
- o Additional city policies aimed at encouraging residential development on suitable vacant or underutilized parcels, coupled with moderately higher densities, provide an opportunity for a numerical jobs/housing balance in Santa Clara County.

Understandably, development policies and procedures aimed at more affordable housing on a wider range of vacant land options will require hard analysis and community commitments. For its part, the Santa Clara County Manufacturing Group will continue active support of efforts aimed at increasing the supply of attractive, affordable housing.



## CONTENTS OF EXHIBITS

Survey questionnaire	Exhibit I
MAPS: Santa Clara County	Exhibit II
Palo Alto	A
Sunnyvale	B
Los Altos/Los Altos Hills	C
Mountain View	D
Cupertino	E
Campbell/Los Gatos	F
Santa Clara	G
Milpitas	H
Morgan Hill	I
Saratoga/Monte Sereno	J
West San Jose	K
Downtown San Jose	L
North San Jose	M
North-East San Jose	N
East San Jose	O
South-East San Jose	P
South-West San Jose	Q
Gilroy	R
Estimated Nonagricultural Wage and Salary Workers	Exhibit III

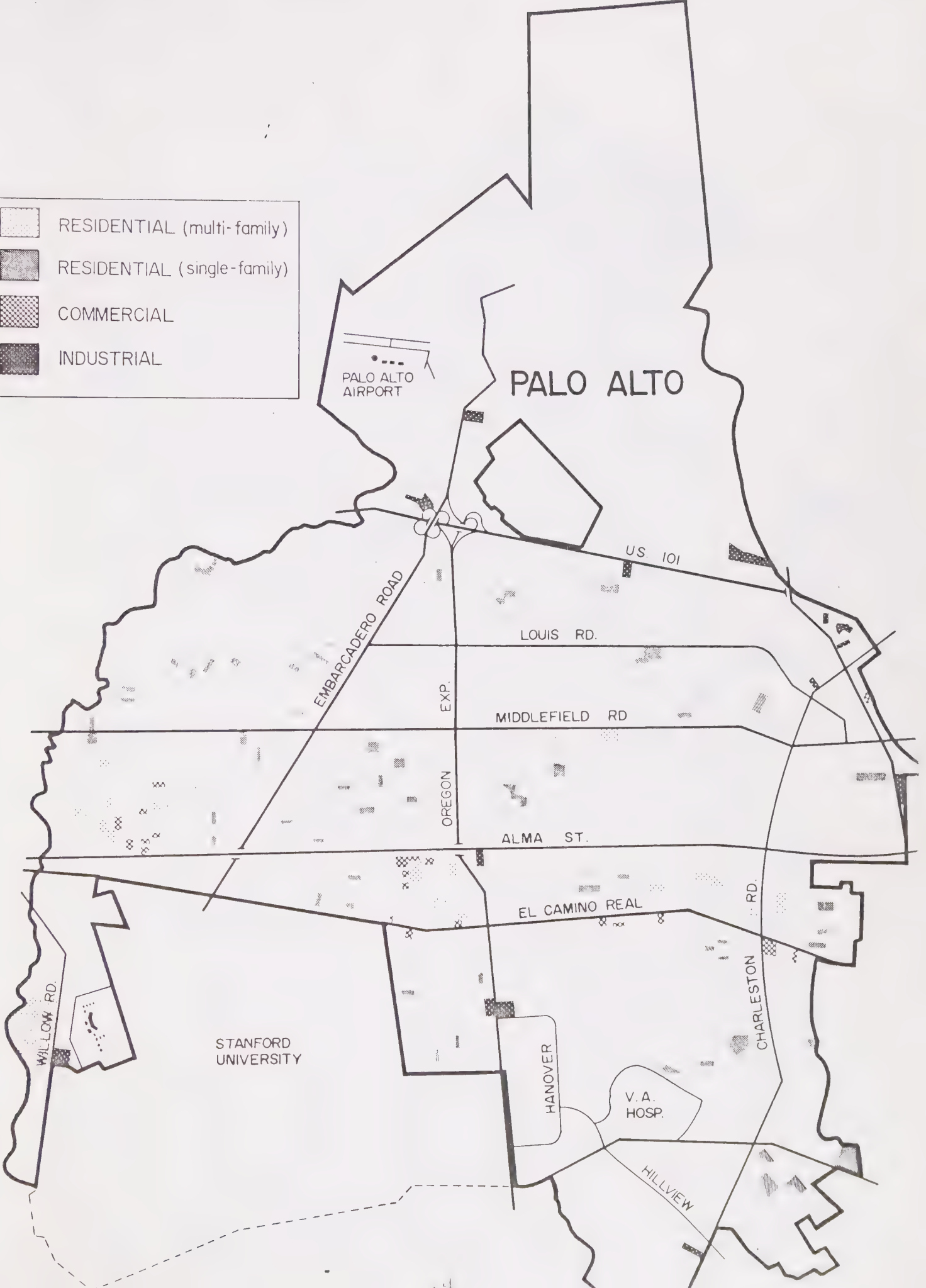


RESIDENTIAL (multi-family)

RESIDENTIAL (single-family)

COMMERCIAL

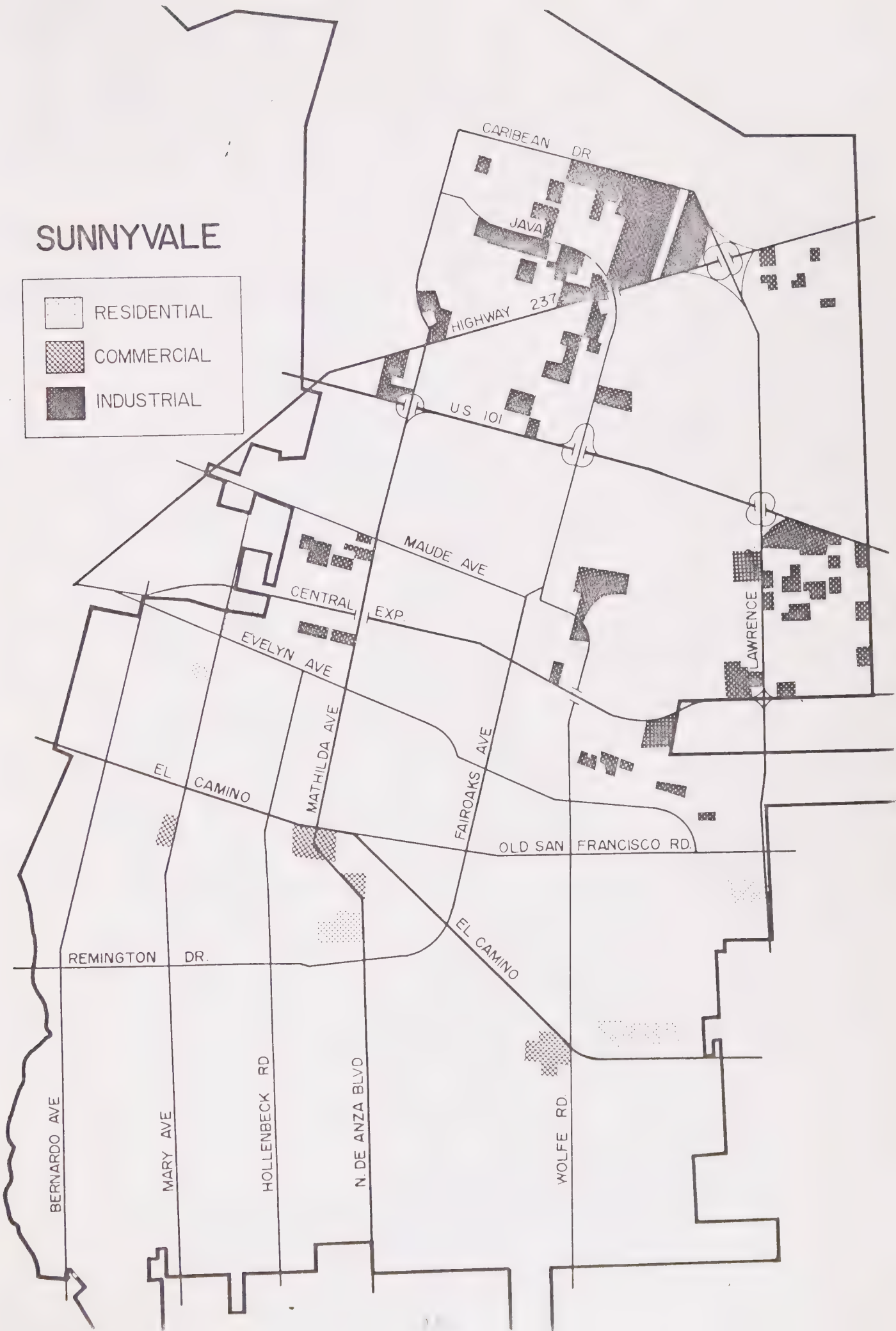
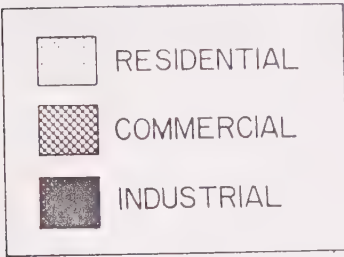
INDUSTRIAL



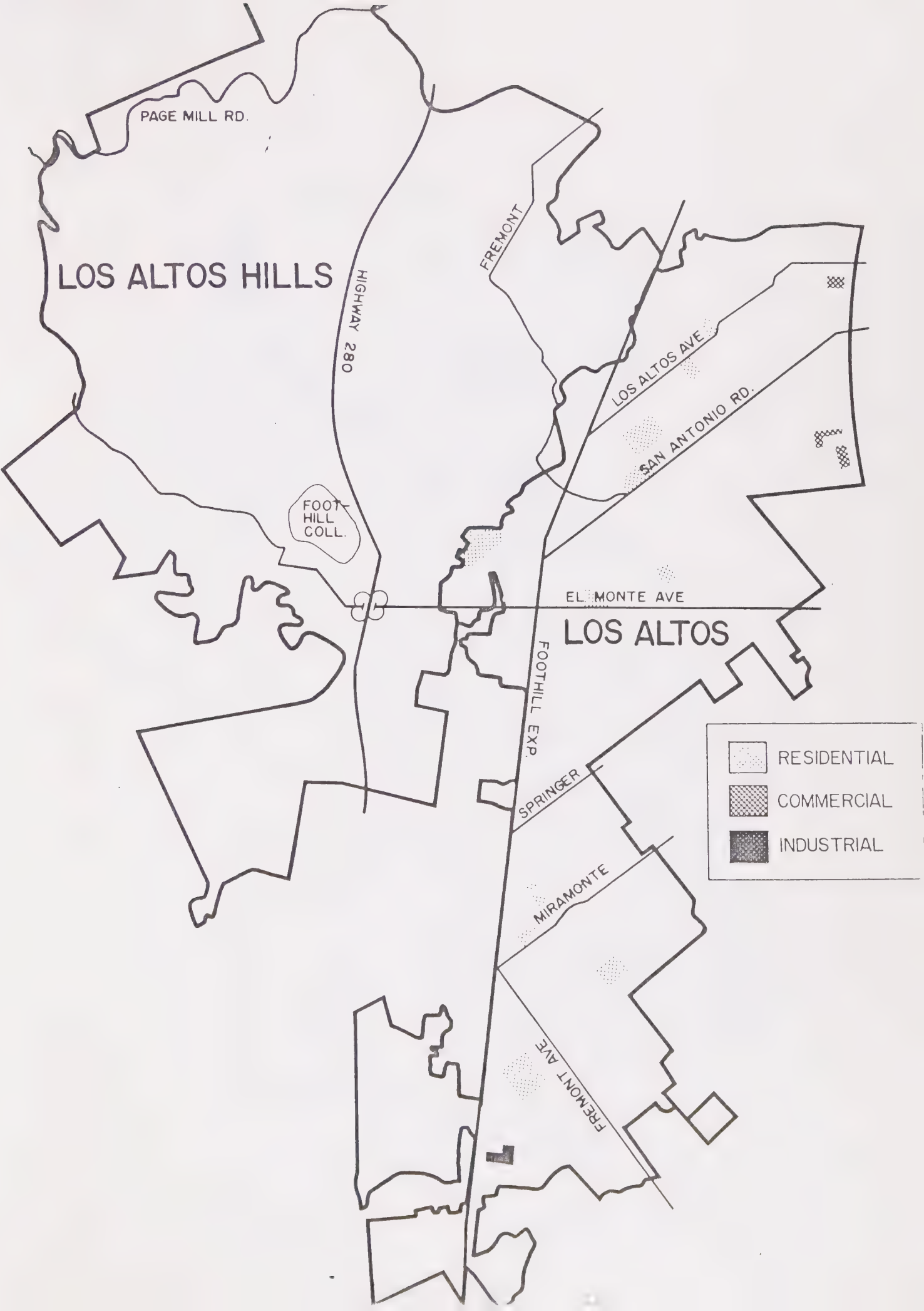




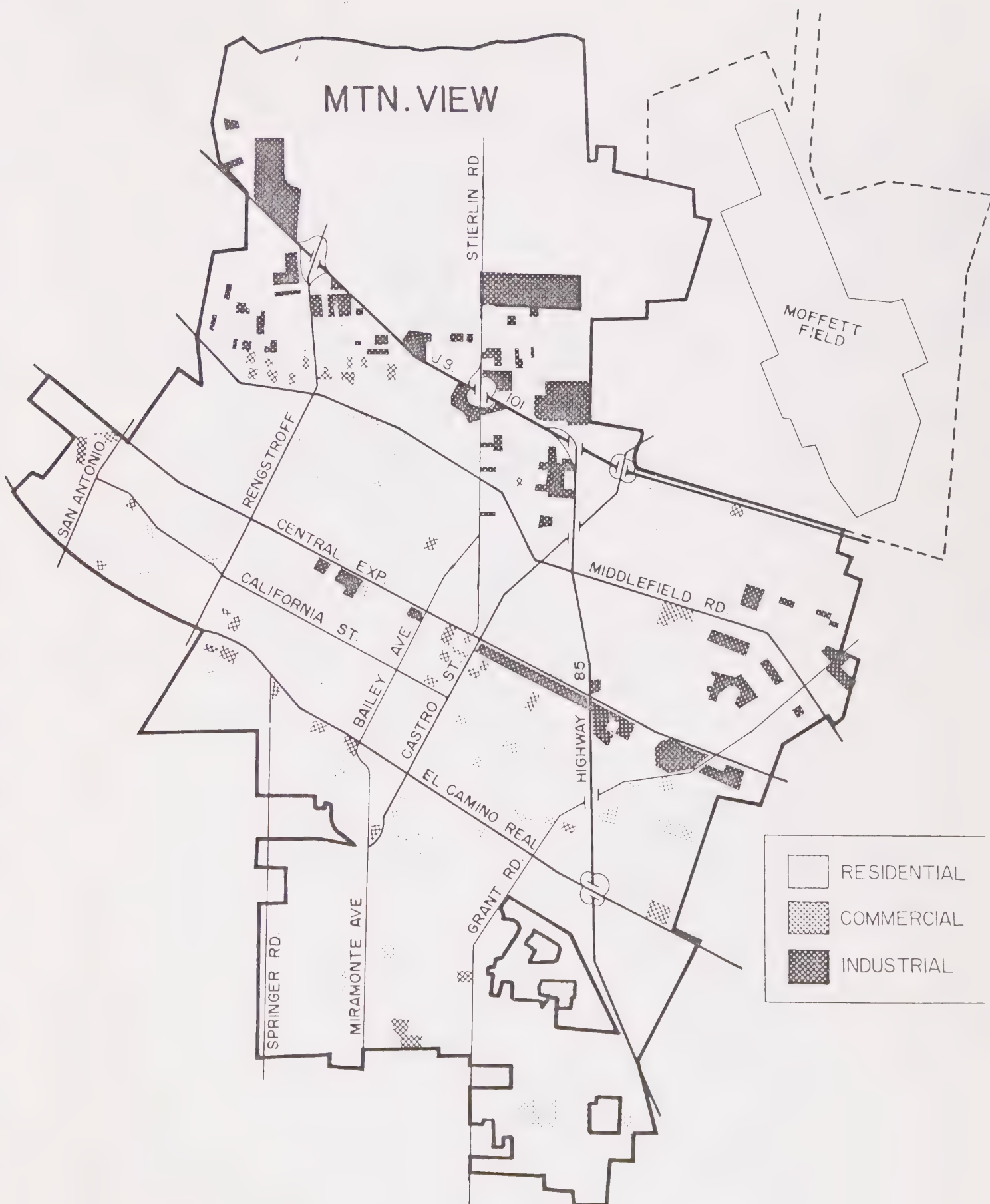
# SUNNYVALE





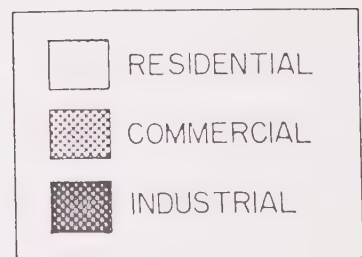
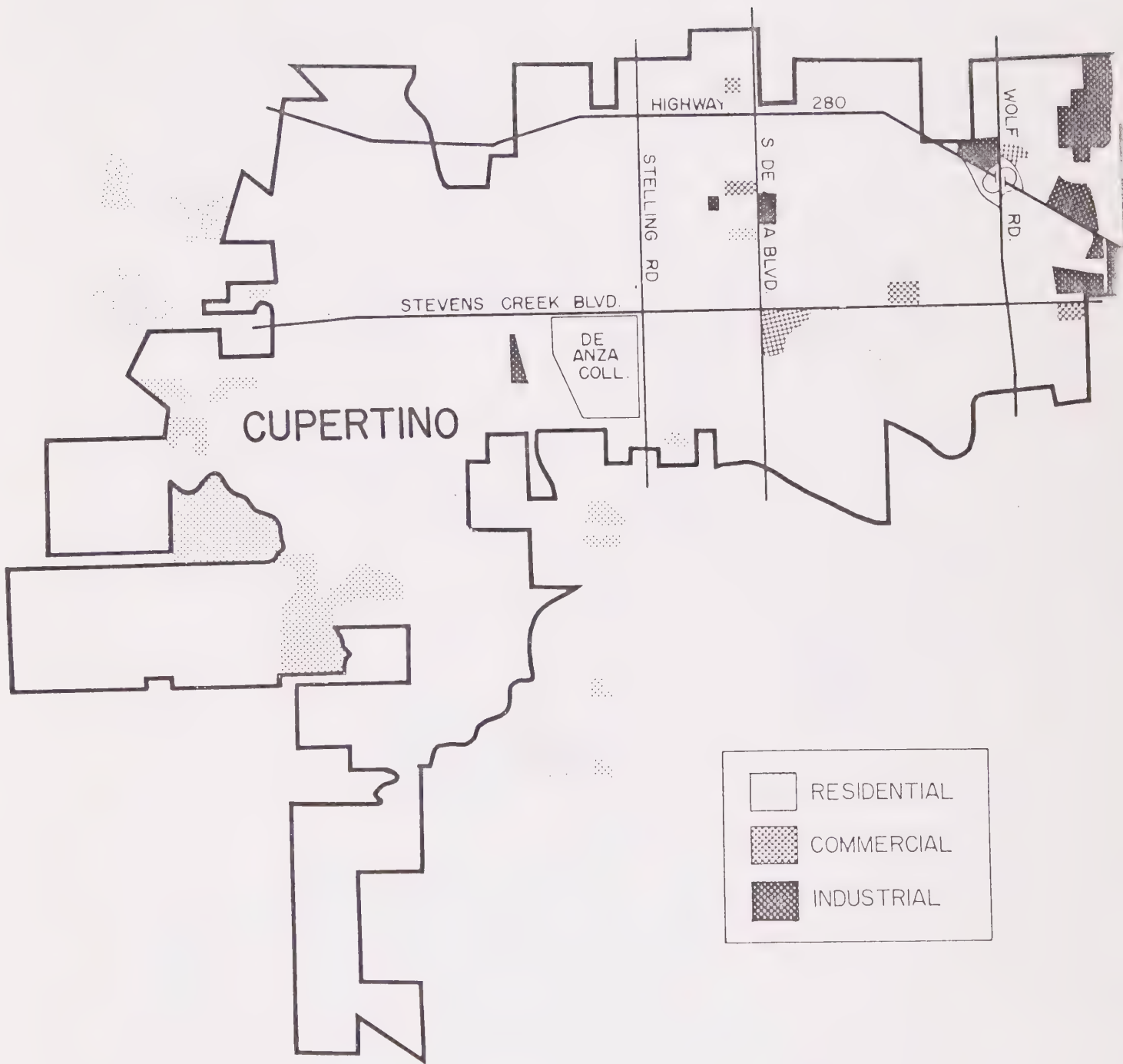




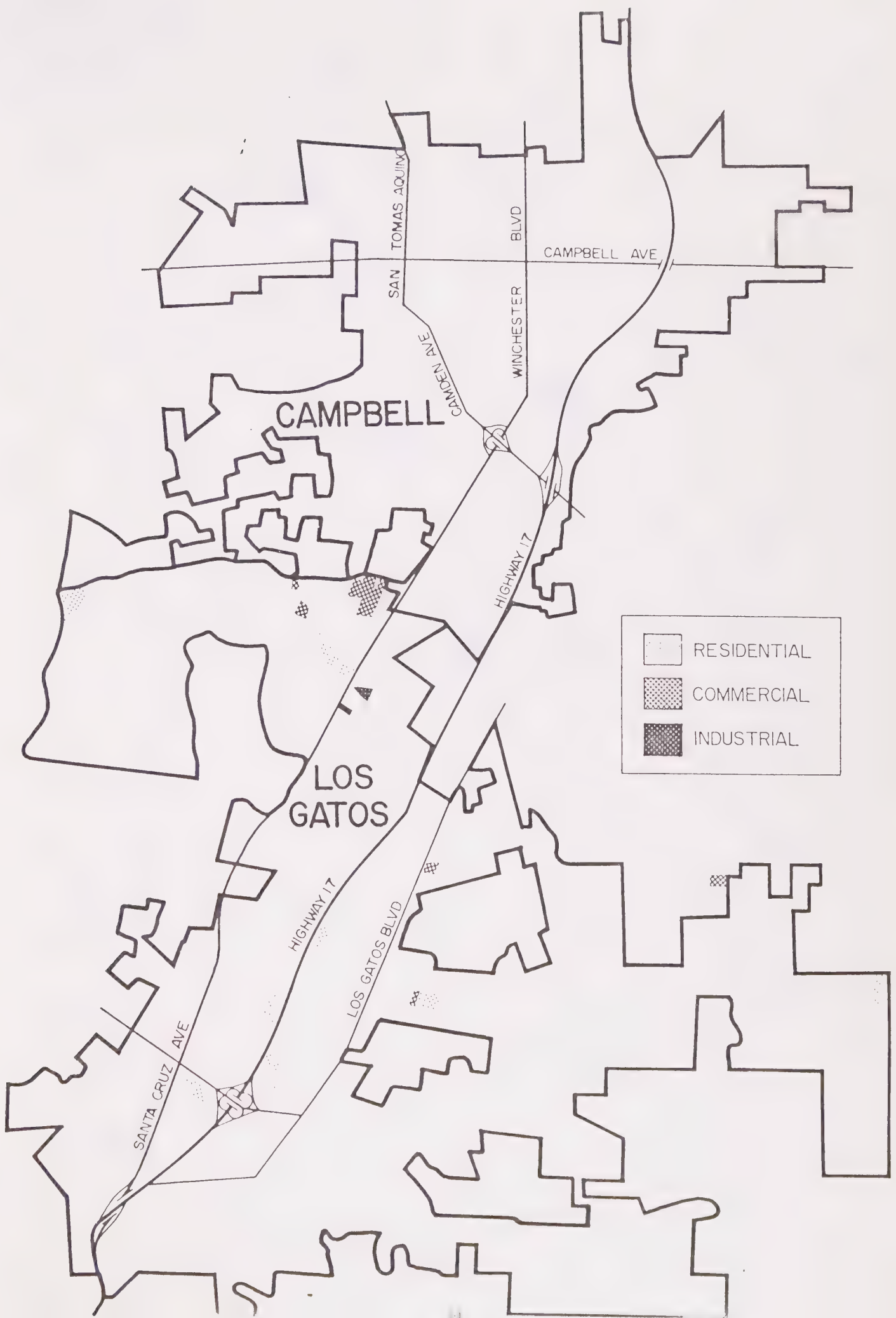






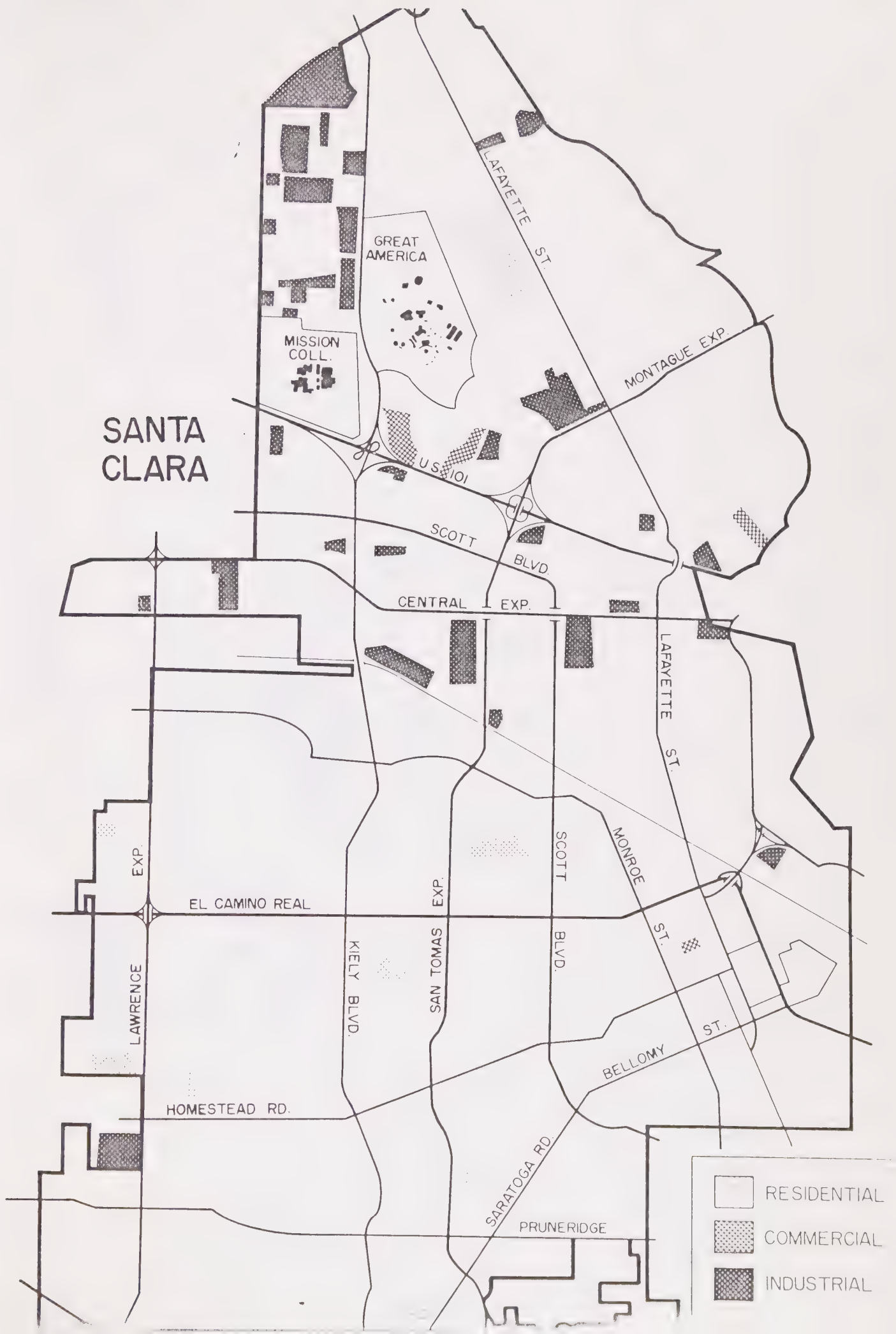






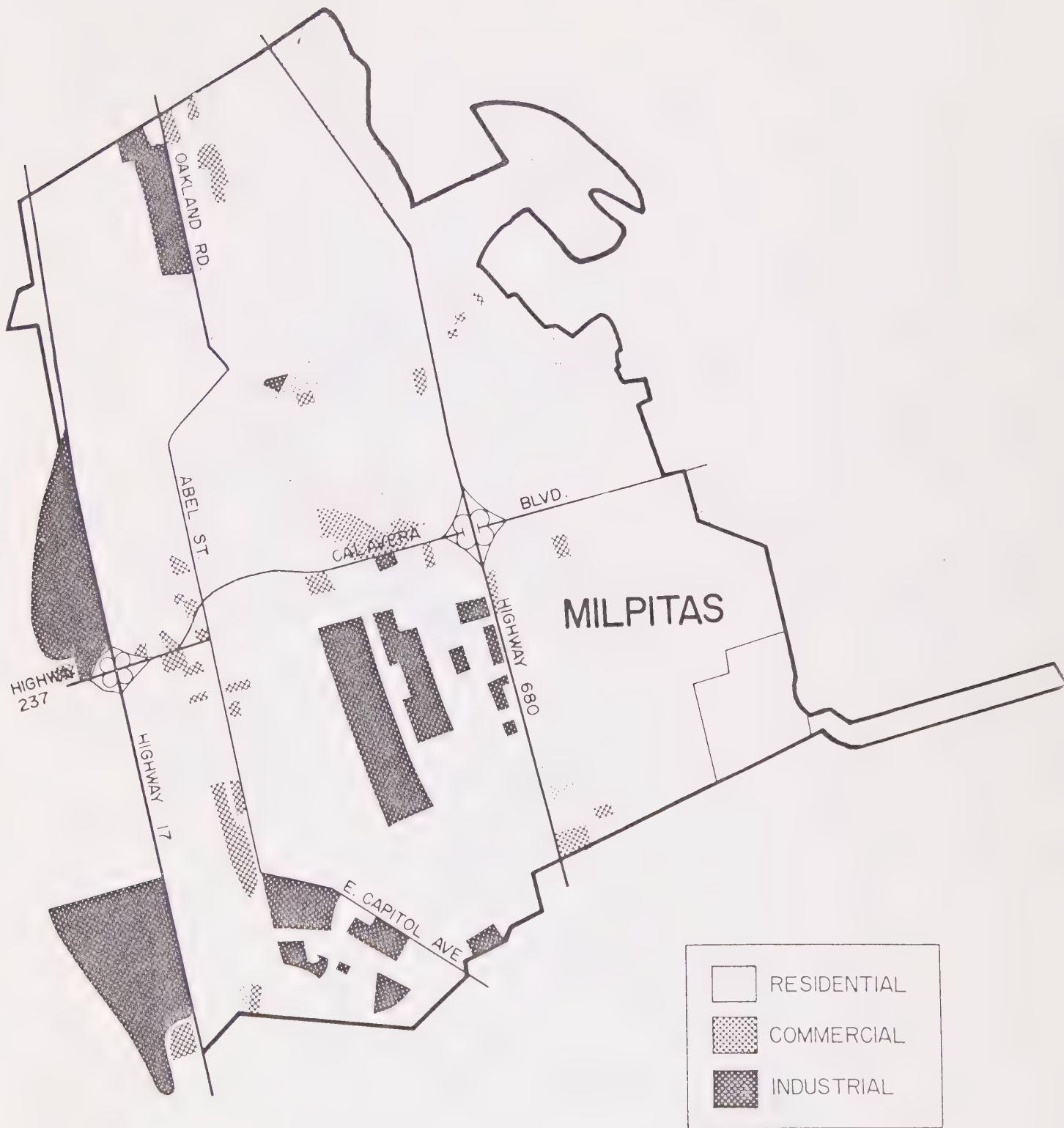


# SANTA CLARA

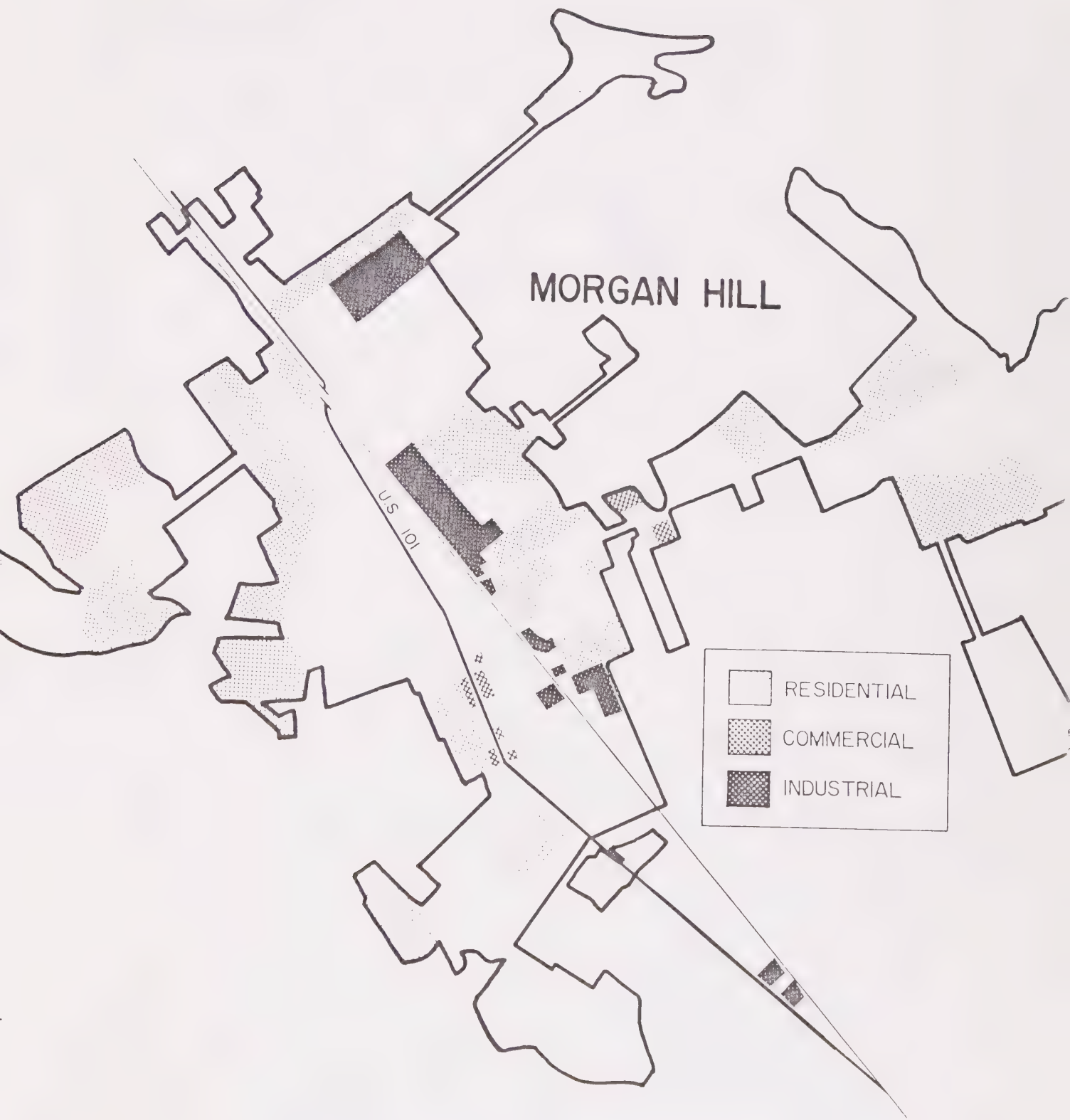




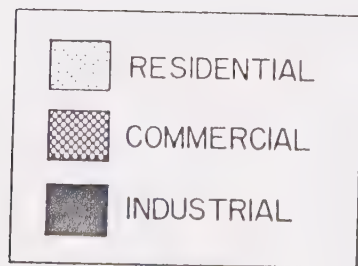






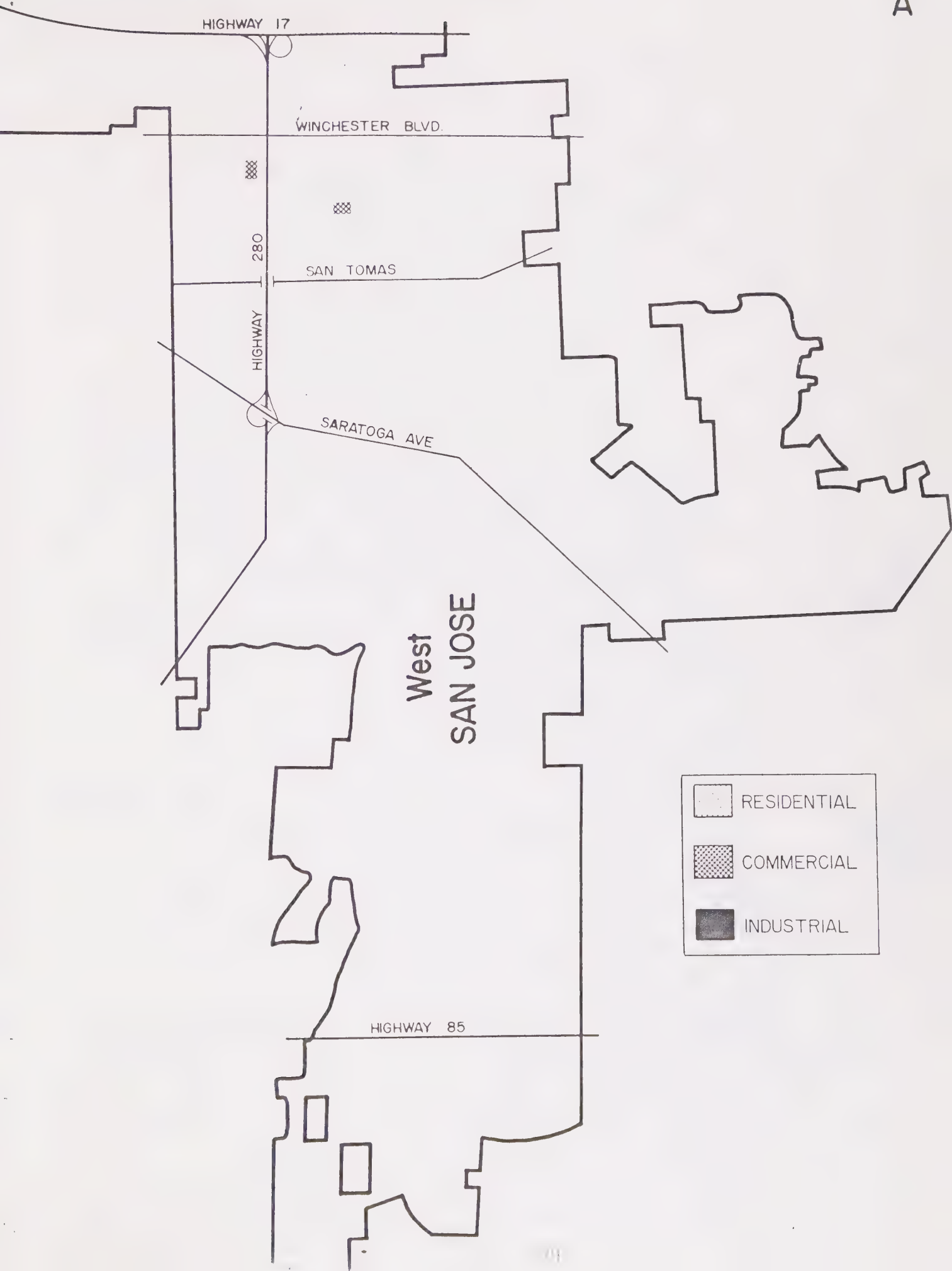








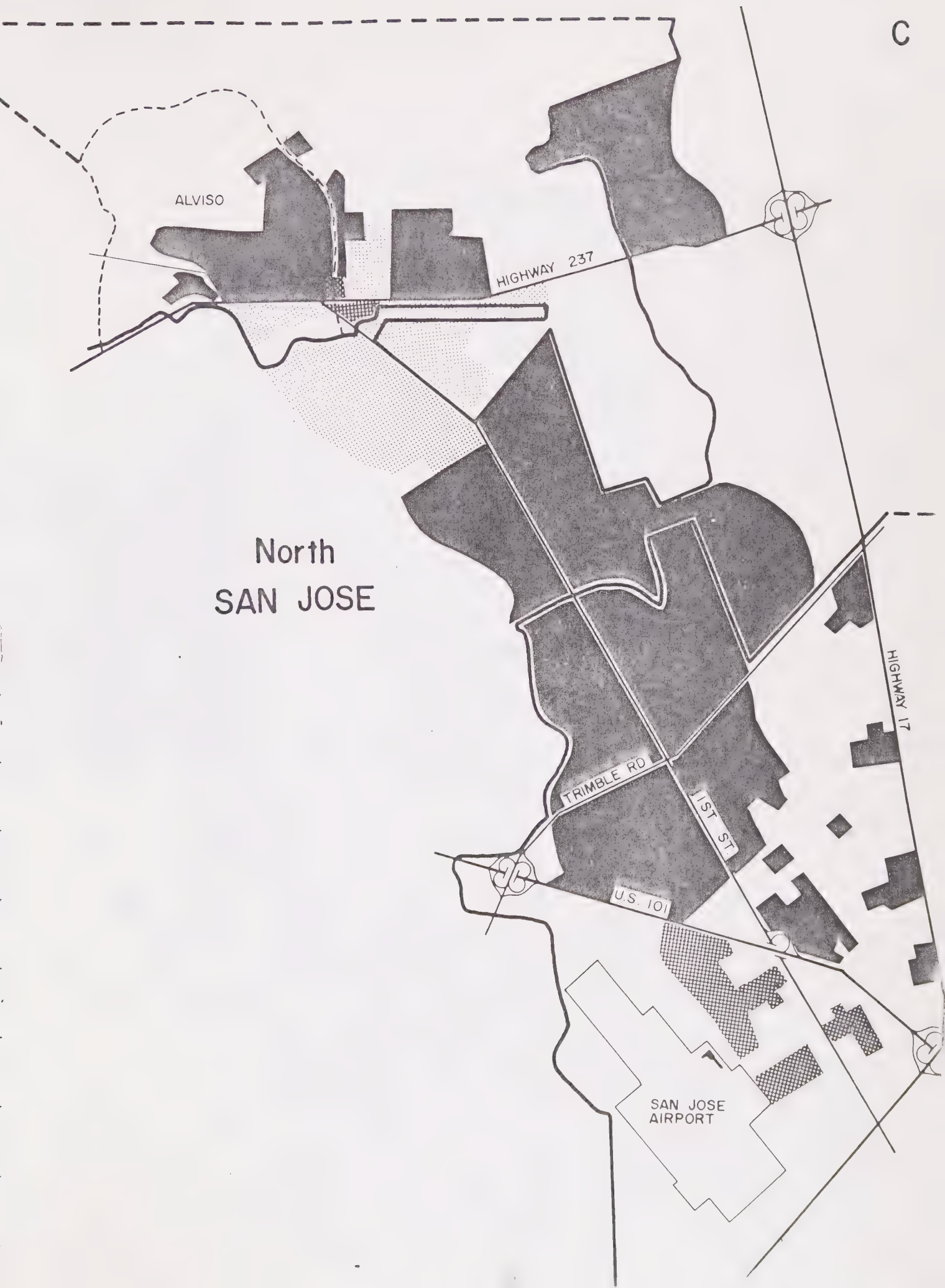












ALVISO

HIGHWAY 237

North  
SAN JOSE

TRIMBLE RD

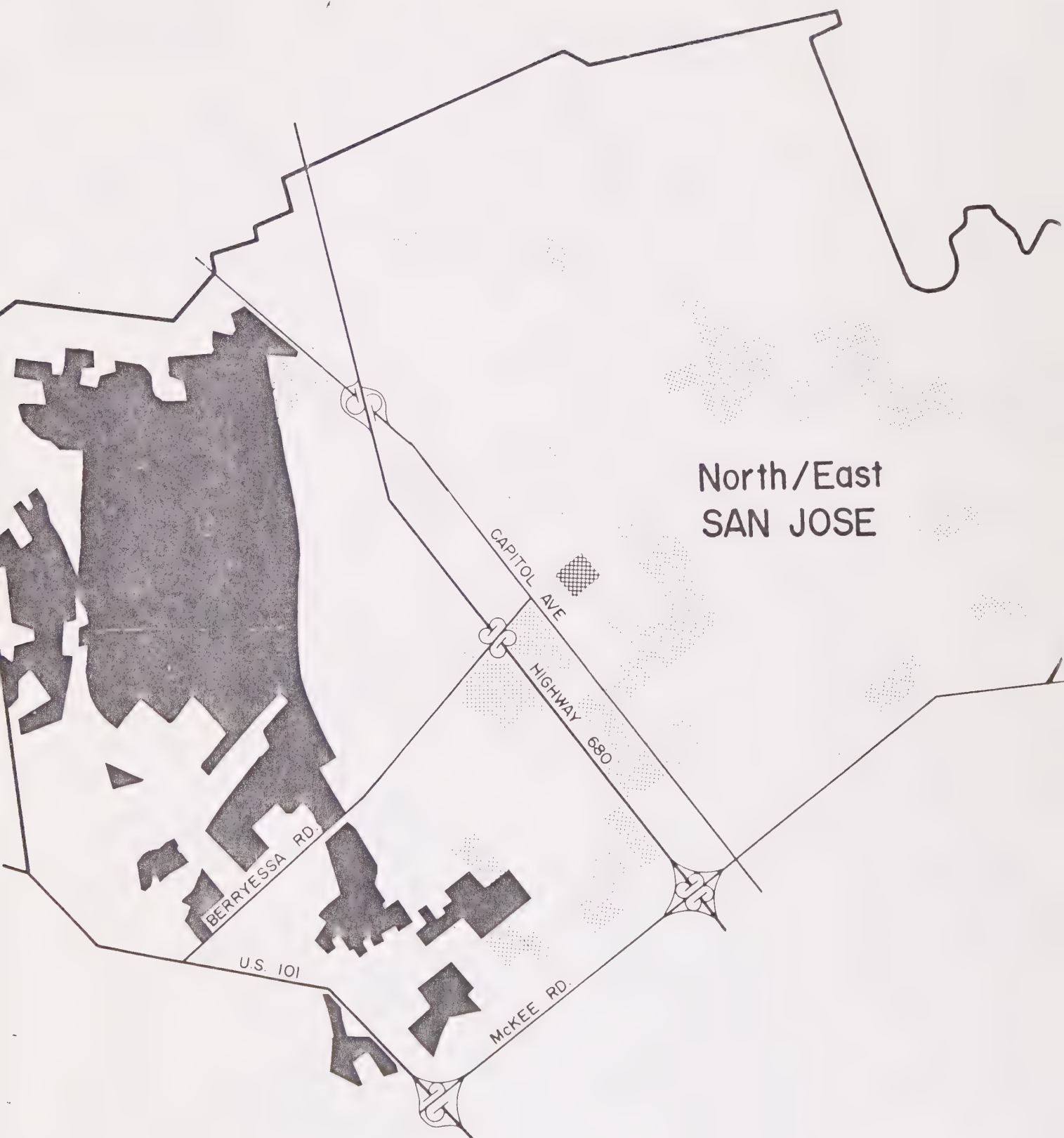
1ST ST

U.S. 101

HIGHWAY 17

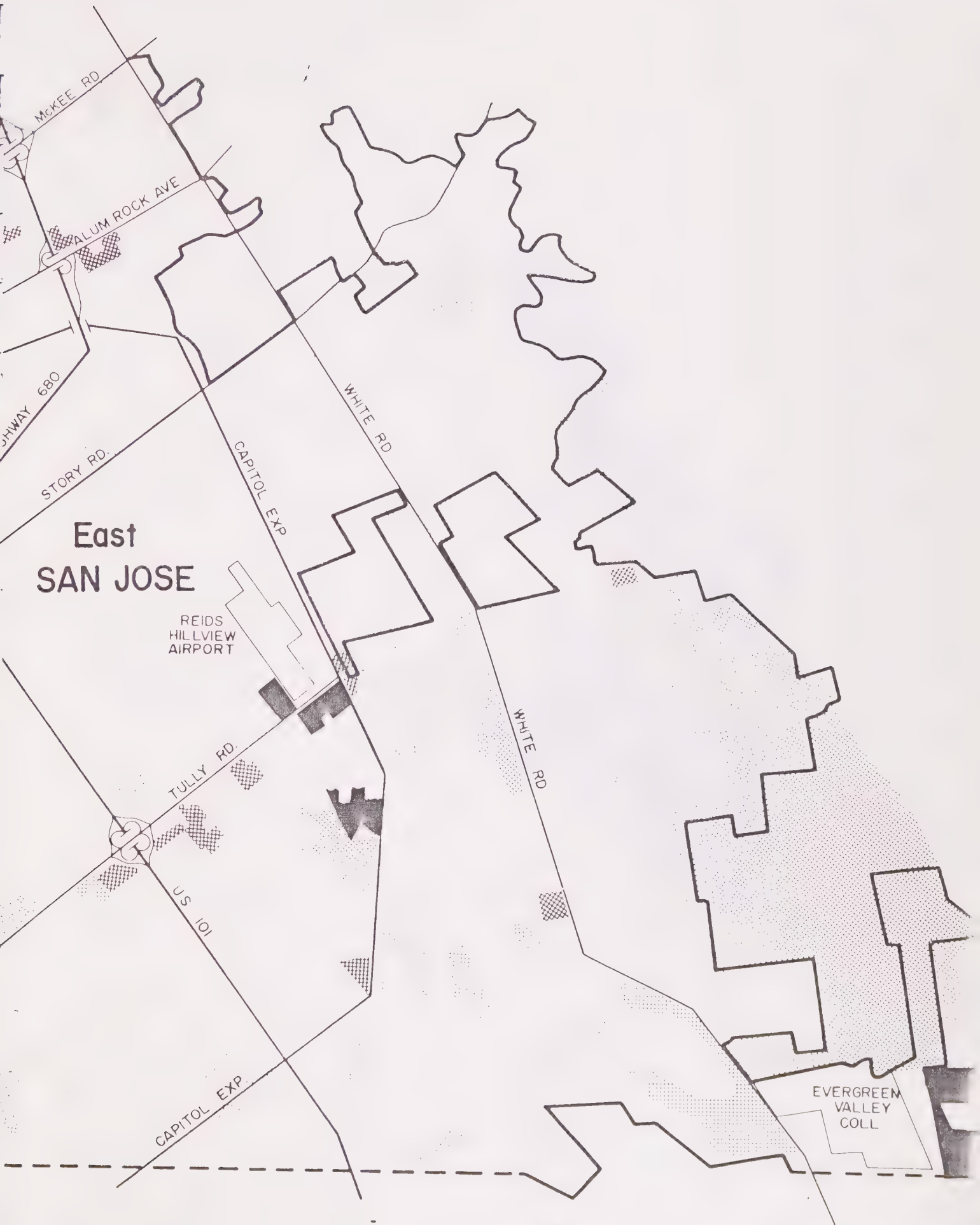
SAN JOSE  
AIRPORT















South/East  
SAN JOSE





HILLSDALE AVE

CAPITOL EXP.

CAMDEN AVE

ALAMEDA EXP.

South/West  
SAN JOSE

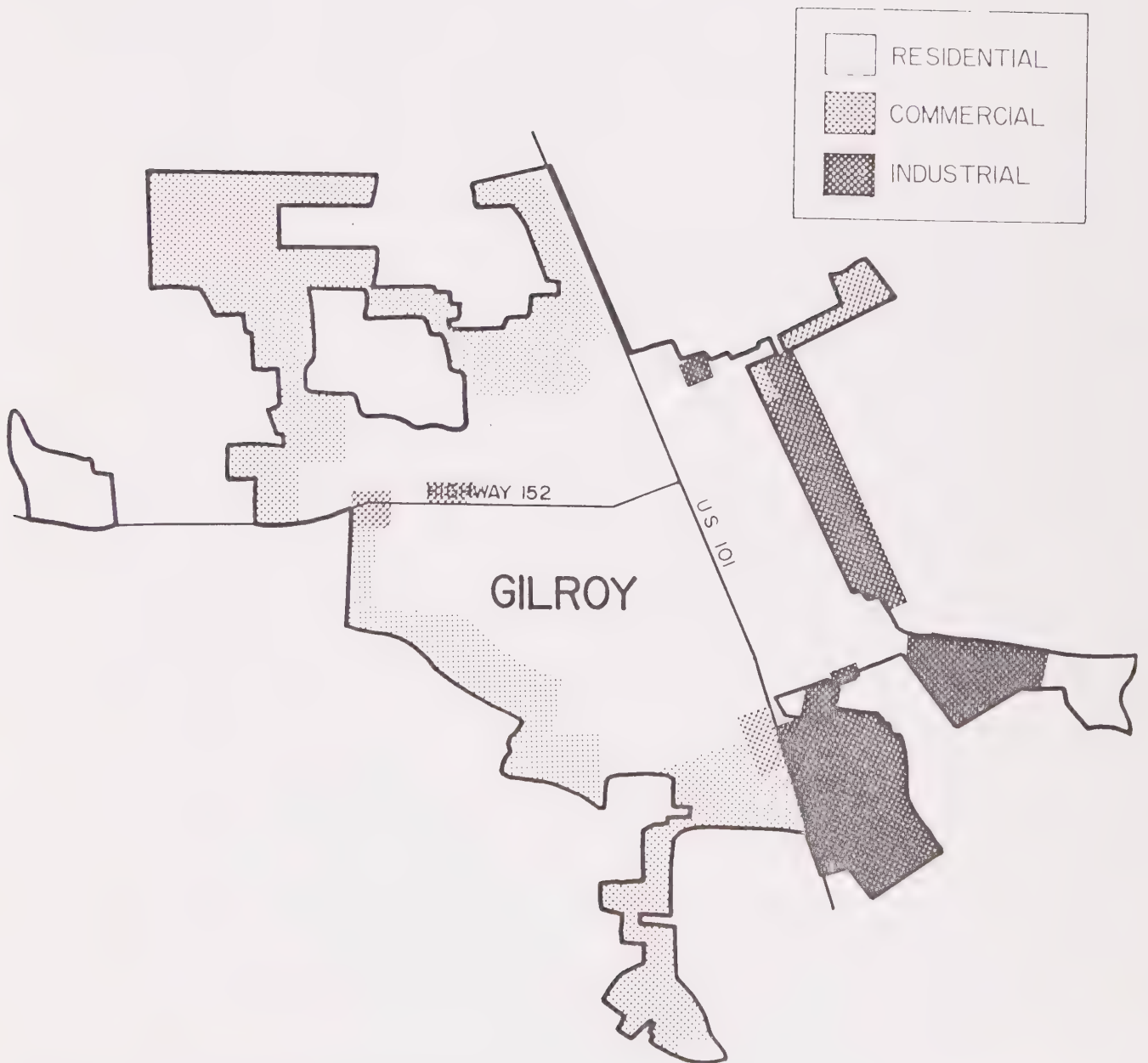
CAMDEN AVE

BLOSSOMHILL RD.

BLOSSOMHILL RD.









1. Land availability in the city

- (a) Total acreage of undeveloped land in city \_\_\_\_\_ acres
- (b) How much is zoned for industrial use? \_\_\_\_\_ acres
- (c) How much is zoned residential? \_\_\_\_\_ acres
- (d) How much is zoned commercial? \_\_\_\_\_ acres
- (e) How much is otherwise zoned? \_\_\_\_\_ acres
- (f) How much is in the Williamson Act? \_\_\_\_\_ acres
- (g) How many vacant acres in the county are subject to possible annexation by the city? \_\_\_\_\_ acres
- (h) How much of new annexation, if any, is likely to be for housing purposes? \_\_\_\_\_ acres
- (i) How much of new annexation, if any, is likely to be for industrial use? \_\_\_\_\_ acres

2. Please provide a map of your city showing the following data:

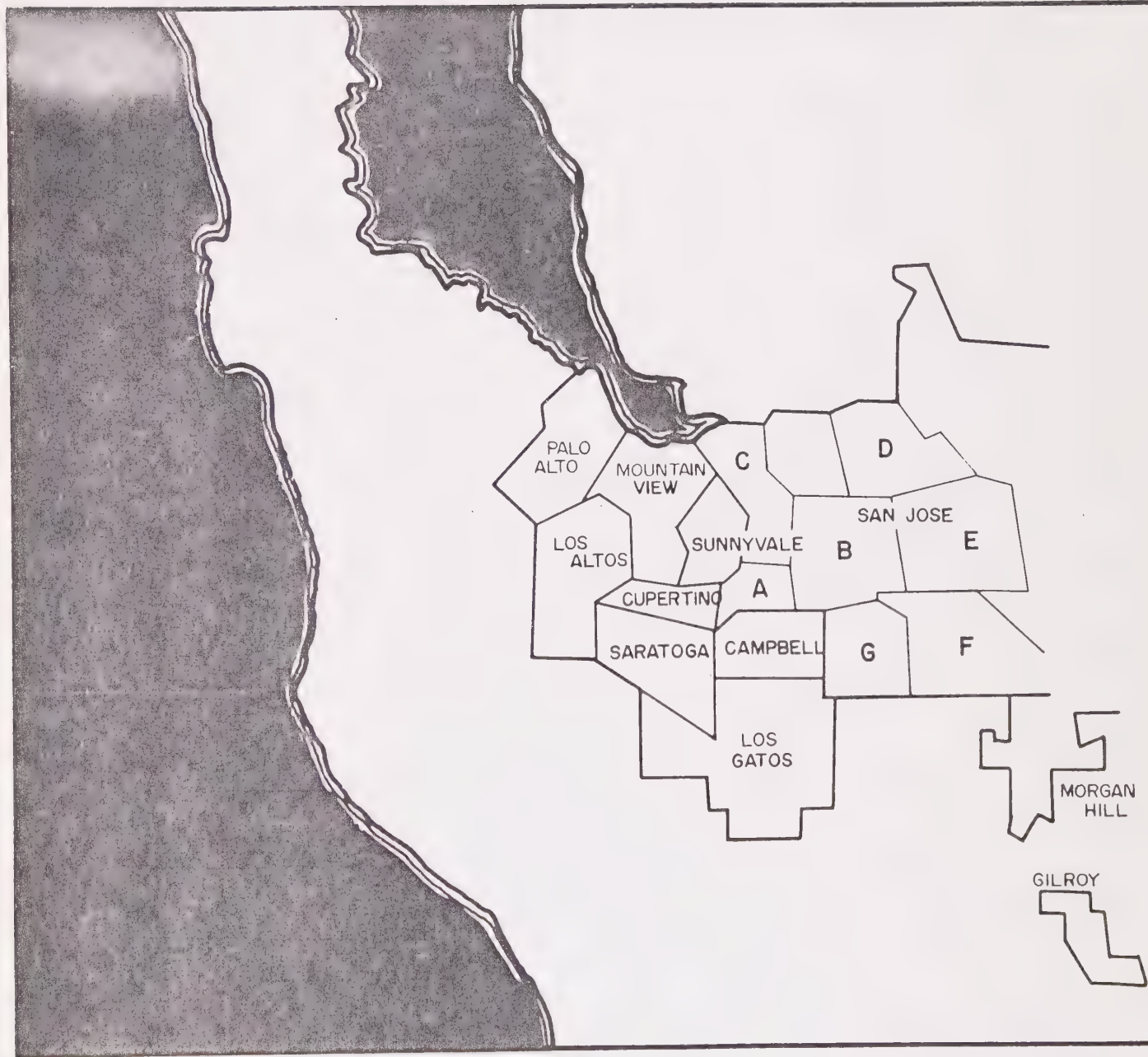
- (a) Vacant land zoned industrial (Please outline in red)
- (b) Open land held in reserve by existing industries and zoned industrial (Please outline in orange)
- (c) Vacant land zoned for residential (single family dwellings) (Please outline in green)
- (d) Vacant land zoned for residential (multiple family unit) (Please outline in blue)
- (e) Vacant land zoned for commercial (Please outline in brown)

3. If you can, without extensive research, please indicate the following ownership and use information on parcels (industrial/commercial/residential) shown on the aforesaid map.

- (a) Agricultural use and still owned by farmer (On map please indicate his name)
- (b) Vacant land owned by developer (Please indicate name of developer)
- (c) Open land owned by existing industry (Please indicate name of company)

- 4. In the past, for every acre of land developed for industrial use in your city, on the average how many jobs were created? \_\_\_\_\_
- 5. In the future, what do you predict will be the number of jobs created for each acre of industrial land developed in your city? \_\_\_\_\_
- 6. In the past several years, what has been the number of dwelling units created per acre of residential land developed in your city? \_\_\_\_\_





## SANTA CLARA COUNTY



7. In the future, what do you predict will be the number of dwelling units created per acre of residential land developed in your city? \_\_\_\_\_
8. For residential developments in the past three years, what has been the actual density of housing units built as compared to the maximum density allowed by the zoning of the land built upon?

<u>Year</u>	<u>Dwelling Units Per Acre Allowed by Zoning</u>	<u>Dwelling Units Per Acre Actually Built</u>
<u>1978</u>		
<u>1977</u>		
<u>1976</u>		

9. Assuming residential development would create an equal or better financial return to the city, what, if any, industrial land would lend itself physically to rezoning to residential development? (On an attachment please identify by street location.)
10. On an attachment please identify those industrially zoned parcels which would be virtually impossible to rezone to residential use for any reason. If possible, specify the reason for the parcels identified.
11. If possible, please estimate the percentage of households in your city:
  - (a) wherein no one in the household is employed full time (i.e., retired, student housing, etc.) \_\_\_\_\_
  - (b) wherein those in the household that are employed full time work at jobs within your city. \_\_\_\_\_
  - (c) which are being purchased based on two or more incomes in order to qualify for the financing. \_\_\_\_\_
  - (d) which are being purchased by families where the full time employee(s) of the family work outside the county. \_\_\_\_\_
12. Name of city employee(s) to contact with respect to the above responses.





## ESTIMATED NONAGRICULTURAL WAGE AND SALARY WORKERS

## San Jose Metropolitan Area (1) Annual Averages, by Industry

(Amounts in Thousands)

	1974	1975	1976	1977	1978
TOTAL	472.0	468.6	499.8	537.5	586.8
Mining	.1	.1	.1	.1	.1
Construction	20.5	17.0	17.9	21.9	23.2
Manufacturing	162.8	153.8	164.7	174.5	196.7
Nondurable Goods	27.2	26.4	26.9	26.6	27.1
Durable Goods	135.6	127.4	137.8	147.9	169.6
Food and kindred products	14.5	14.1	14.0	13.4	13.0
Preserved Fruits and Vegetables	9.4	9.5	9.3	8.7	8.1
Food and kindred products (except preserved fruits and vegetables)	5.1	4.6	4.7	4.7	4.9
Paper and Allied Products	2.0	1.7	1.7	1.7	1.8
Printing and Publishing	5.0	5.0	5.3	5.5	6.1
Chemicals and Allied Products	2.8	2.8	3.0	2.9	3.0
Rubber and Miscellaneous Plastic Products	2.0	1.9	2.0	2.3	2.3
Other Nondurable Goods	.9	.9	.9	.8	.9
Lumber and Wood Products	.7	.5	.6	.7	.8
Furniture and Fixtures	.5	.5	.6	.8	1.1
Stone, Clay, and Glass Products	2.9	2.6	2.7	2.9	3.0
Primary Metal Industries	.8	.7	.7	.8	.9
Fabricated Metal Products	3.8	3.6	4.1	4.6	5.3
Machinery (except electrical)	29.9	28.1	30.4	34.1	41.0
Office and Computing Machines	22.8	21.4	23.5	27.1	33.1
Other Machinery (except electrical)	7.1	6.7	6.9	7.0	7.9
Electric and Electronic Equipment	56.1	50.5	57.2	62.3	71.3
Radio and TV Receiving Equipment	1.6	1.4	1.5	1.3	1.2
Communication Equipment	5.3	5.3	5.8	7.0	8.6
Electronic Components and Accessories	38.9	33.0	38.8	42.4	49.6
Other Electrical Equipment and Supplies	10.3	10.8	11.1	11.6	11.9
Transportation Equipment	24.9	24.9	24.0	22.7	24.0
Motor Vehicles and Equipment	4.7	3.1	3.0	3.2	3.8
Guided Missiles and Space Vehicles and Parts	17.2	18.4	17.7	16.0	16.4
Other Transportation Equipment	3.0	3.4	3.3	3.5	3.8
Instruments and Related Products	15.1	15.0	16.0	16.8	19.2
Miscellaneous Manufacturing Industries	.9	1.0	1.5	2.2	3.0



Transportation and Public Utilities	18.5	17.9	18.1	18.4	19.6
Transportation	7.3	7.2	7.6	7.9	8.8
Communication (excludes U.S. postal service) and Electric Gas, and Sanitary Services	11.2	10.7	10.5	10.5	10.8
Wholesale and Retail Trade	87.5	91.3	97.4	104.8	113.7
Wholesale Trade	18.3	19.9	21.3	23.6	25.2
Retail Trade	69.2	71.4	76.1	81.2	88.5
Finance, Insurance and Real Estate	18.2	18.7	20.0	21.6	23.4
Finance	7.8	8.2	9.0	9.8	10.5
Insurance, Real Estate, Combination Offices, Holding and Investment Companies	10.4	10.5	11.0	11.8	12.9
Services Industries	94.4	97.3	106.1	116.5	128.2
Government	70.0	72.5	75.5	79.7	81.9
Federal Government	9.1	9.0	9.1	9.3	9.6
State and Local Government	60.9	63.5	66.4	70.4	72.3
County Government	10.0	10.5	11.0	11.8	12.6
City Government	8.4	8.7	9.0	9.4	9.7
Other State and Local Government	42.5	44.3	46.4	49.2	50.0

1) Santa Clara County

Source: Employment Development Department, State of California

#### ESTIMATED AGRICULTURAL WAGE AND SALARY EMPLOYMENT 1974-80

Agricultural Wage and Salary	7.1	7.7	7.4	7.4	7.3
Agricultural Production	6.2	6.7	6.5	6.4	6.4
Ag Services, Forestry and Fishing	.9	1.0	.9	1.0	.9

Source: Employment Development Department, State of California





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